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ABSTRACT

Designed to assist staff in the San Francisco Community College District (SFCCD) in synthesizing the trends, events and issues that are likely to influence educational programs and services, this master plan assesses the district's internal and external environments and describes the SFCCD's two-phase planning process. Chapter 1 discusses the major findings of the district's external assessment of San Francisco's population and business and industry, and provides a profile of SFCCD's students, staff, programs, and services. Chapter 2 presents a futures orientation to stimulate thinking and debate about the educational implications of future economic, societal, and educational conditions facing SFCCD. Chapter 3 poses questions about some of the planning implications stemming from the existing trends and conditions. In chapter 4, the District's "planning to plan" process is discussed in terms of the philosophy, operational definitions, and planning premises underlying various planning stages. Chapter 5 describes the Phase I planning process used to develop SFCCD's Educational Master Plan and presents the District's Mission Statement and Goals. Finally, chapter 6 outlines Phase II planning activities for the departmental to the district level. Appendices provide additional detail on planning processes and activities. (AYC)

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DIRECTIONS FOR THE '80s

EDUCATIONAL MASTER PLAN

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

JC 850 443

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The San Francisco Community College District consists of two instructional divisions — City College of San Francisco and the Community College Centers, formerly the Adult Education/ Adult Occupational Education Division. Through the college credit offerings of City College and the non-credit offerings of the Community College Centers, the District provides a broad spectrum of educational services to adult citizens of the City and County of San Francisco.

The District is governed by an elected seven-member Governing Board.

GOVERNING BOARD

Dr. Tim Wolfred, President
John Riordan, Vice President
Ernest "Chuck" Ayala
Amos C. Brown, Sr.
Robert E. Burton
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Community College Centers

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A MESSAGE FROM THE GOVERNING BOARD

Since the San Francisco Community College District was established in 1970, it has made significant strides in fulfilling its basic mission of providing all adult San Franciscans the opportunity to continue their education at City College of San Francisco or at the Community College Centers. The contributions the District has made in improving the quality of life of hundreds of thousands of San Franciscans can be directly attributed to the vision and leadership of its administration, the commitment and competence of its faculty and staff, and the support of the community.

These same qualities are even more essential today as significant demographic, social, political, and economic changes challenge us to establish directions the District should follow for the remainder of this decade and to decide how best to respond to the present and future educational needs of San Francisco.

For these reasons, the San Francisco Community College District Governing Board has endorsed and supported the development of the Educational Master Plan for the '80s. This plan, which identifies significant issues and trends and enunciates the District's mission and goals, will serve as the framework for the District's on-going planning and policy-making.

The Educational Master Plan also represents the efforts of hundreds of people -- faculty, administrators, classified staff, students, business and community representatives -- who unselfishly have donated their time and energy to this endeavor in the belief that all who are part of or who benefit from the institution should participate in shaping its future and that decisions made today influence what will be tomorrow.

Dr. Tim Wolfred
President

FOREWORD

The 1980s will probably be remembered as one of the most turbulent and challenging decades in the history of California Community Colleges. Yet the uncertainty of the times is also filled with opportunities -- the opportunity to reaffirm what should be the fundamental educational values of our community colleges and the opportunity to shape the future of the San Francisco Community College District to insure that it has the vitality and quality to meet the educational challenges of the next decade and thus better serve a rapidly changing city.

To achieve these goals requires purposeful planning. Therefore, when I assumed the position of Chancellor/Superintendent of the San Francisco Community College District, I made the development of an Educational Master Plan one of my top priorities.

To be sure, the circumstances of recent months -- the political turmoil over community college funding and student fees and the growing sense of impotence about our ability to control our own destiny -- do not appear to be the most propitious for any type of long-range planning. Yet these events have, in my mind, only served to reinforce the need for a systematic planning effort so we can chart courses of action that will shape the institution.

The type of planning that is needed for the 1980s and 1990s must differ in many respects from the type of planning we have done in the past. Our previous efforts can best be characterized as planning for explosive growth and expansion. During the '70s, in response to the needs of business and industry and changing student needs, the District introduced new programs and services and expanded existing ones. During this period of growth, we never really stopped to look at ourselves as a whole -- to assess the institution's overall direction.

The period ahead will be no less dynamic but may be characterized less by growth than by change. I would venture to say that at least three-quarters of all recent changes in our community colleges have been triggered by outside forces -- state and federal legislation and directives; an economic recession; sustained underfunding for higher education in general and community colleges in particular, with resulting fiscal uncertainties; technological changes; changing occupational requirements; shifting migration patterns; and shifts in student demographics, interests, and educational backgrounds. Therefore, many of the assumptions which were useful in planning for growth may not be as useful when planning for change.

One of our primary reasons for planning, then, comes from the need to develop a better understanding of ourselves and the external forces which will affect our future. First, we need to gain a thorough and intimate knowledge of ourselves. We need to understand the strengths and weaknesses of our programs, our staff, our organizational structure, our finances and size. We need to assess our capabilities and constraints, our challenges and alternatives. Only then can we make informed decisions quickly, respond intelligently to unanticipated events, and anticipate needed changes. A permanent effective planning procedure will help us to answer the questions: What can we do well or what can we not do? What is central to our mission? What might we do that we are not doing now? What should we do?

The District has begun to address these questions in two ways. First, through a comprehensive program review process which was also initiated last year and through our planning process, we have begun to critically examine ourselves. Secondly, we have begun what will be a continuous process of looking beyond ourselves and ahead to the changing nature of our students and the changing nature of our external environment. We will closely monitor the social, economic, technological, and public policy trends at the local, state, and national levels that may profoundly affect our mission and goals in order to determine their implications for the District.

Another reason for planning comes from our desire to maintain as well as enhance the quality and vitality of our district's programs and services. This may appear to be a self-evident reason for any planning effort, but it also may be the most difficult to achieve in today's climate. A recent University of Maryland strategic planning study perhaps best sums up this dilemma: "To grow in quality in a time of fiscal restraint, colleges need to accept the principle of substitution. That is, to race out into the academic growth fields of the 1990s, it is often necessary to trim or discard some of the programs of the 1950s." As we chart the future direction for the San Francisco Community College District in a period of fiscal uncertainty, we will need to address some of the following concerns:

- Across the board program reductions will, in the long term, do more harm to institutional quality and vitality than selected reductions.
- Even selected reductions should result from as broad a consensus as possible about what our educational priorities are and what our central mission should be.
- Maintaining quality during the next few years will require that we devise methods to reallocate limited resources among competing priorities through better planning rather than through allocation of new resources. Even in times of fiscal stringency, the District must look forward and be willing to support new programs and new ventures as well as to introduce needed curricular changes so that it can maintain its vigor and a competitive edge in the next decade.

- The quality of an institution is judged not only by its competent faculty, adequate facilities, money, or programs, but more importantly by the methods it uses to improve the educational process for the students it admits. Committed as we are to the concept of providing equal educational opportunities to all adult San Franciscans, we must also be accountable to those who support us and be able to document our contribution to our students' growth and development.

Directions for the '80s, the San Francisco Community College District's Educational Master Plan, represents the first step on the difficult but challenging path of determining our future actions and resolving some of the difficult issues which confront us. Literally hundreds of people have already given generously of their time and energy in producing what will serve as the foundation for future planning, but success in making this plan a reality will depend upon each and every individual in the District. The future does not just happen: people create it through their action - or inaction - today.

Hilary Hsu
Chancellor Superintendent

ACKNOWLEDGMENTS

In the development of this Educational Master Plan, the San Francisco Community College District has involved hundreds of people, both District staff and community and educational leaders in San Francisco. To all of these, especially the chairpersons of the Task Forces, we owe a special word of thanks. I would also like to express our gratitude to the members of the Governing Board of the District who have supported and encouraged the development of this Master Plan from the very beginning.

Also, I wish to acknowledge the members of the District staff who have given so much of their time and energy to this project: Nancy Swadesh, Vice-Chancellor of Educational Services, who directed this project; Judy Moss, Coordinator of the District Research Office, who provided much of the data and analysis for the report; and Michael Lindsey, who provided the clerical and logistical support for the project. Lastly, I want to give special recognition to Tyra Duncan-Hall, who is the writer, editor, and coordinator of the entire project. She has worked tirelessly, selflessly, and above and beyond the call of duty.

Hilary Hsu
Chancellor/Superintendent

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INTRODUCTION

I. The San Francisco Community College District: An Overview

The San Francisco Community College District, established in 1970, is one of the most unique of the seventy community college districts in California. While most districts consist of one or more community colleges, the San Francisco Community College District consists of two divisions -- City College of San Francisco and the Community College Centers, formerly the Adult Education/Adult Occupational Education Division. When the Adult Education Division became part of the newly-created District, San Francisco became one of the few community college districts in the state to assume total responsibility for all public adult continuing education in its service area. Through the college credit offerings of City College and the non-credit offerings of the Community College Centers, these divisions provide adult San Franciscans with an astounding spectrum of educational services.

City College

City College of San Francisco will celebrate its 50th anniversary in 1985. Established in 1935 under the jurisdiction of the San Francisco Unified School District, City College offered postsecondary education courses in temporary facilities throughout the City. In 1940 the College's first permanent buildings were constructed on its present 56-acre campus at Ocean and Phelan Avenues to accommodate its then burgeoning enrollment of 3,200 students. In 1983, City College enrolled over 29,000 day and evening students and annually offered over 3,800 day, evening, and Saturday classes.

City College confers the degrees of Associate in Arts and Associate in Science on students who satisfy the requirements for graduation. The College offers a wide choice of curricula and majors including lower division baccalaureate programs for students intending to transfer to four-year colleges and universities, 45 semi-professional associate degree programs, and 30 semi-professional certificate programs designed to qualify students for entry-level employment or for job-upgrading. Other programs and curricula designed specifically to meet community and student needs include programs in general education, interdisciplinary studies, ethnic studies, foundational and matriculation courses, as well as a wide range of student and instructional support services.

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Community College Centers

The Community College Centers Division, formerly the Adult Education/Adult Occupational Education Division under the jurisdiction of the San Francisco Unified School District, traces its beginnings to 1856 when adult education classes were first offered in San Francisco. Since this division became a part of the newly-created District, many changes have taken place in its structure, organization, and educational offerings to ensure that its philosophical commitment to provide all San Franciscans continuing adult education opportunities became a reality.

Today, while organizationally divided into eight centers, the San Francisco Community College Centers are literally a community-based "college without walls" by design. In Fall 1982, 40,000 students enrolled in day and evening classes offered throughout the City in over 250 District-owned, rented, or donated facilities. Flexible scheduling, open-entry/open-exit courses, competency-based instruction, and quick response to community and business educational needs are some of the Centers Division's distinctive features. The broad spectrum of the Centers' non-credit offerings includes the following programs: adult basic education; completion of the high school diploma; ESL (English as a second language) and vocational ESL; citizenship for immigrants and refugees; apprenticeship and occupational training; general education; parent education; and special programs for older adults, the handicapped, the incarcerated, and the disadvantaged.

Governance/Administration

The San Francisco Community College District is governed by a seven-member publicly-elected Governing Board. The first Governing Board was elected to office in 1972. The 1983-84 Governing Board members are: Dr. Tim Wolfred, President; Alan S. Wong, Immediate Past President; John Riordan, Vice President; Ernest "Chuck" Ayala; Reverend Amos C. Brown, Sr.; Robert E. Burton; and Julie Tang.

The Chancellor Superintendent is the chief administrative officer of the San Francisco Community College District and is responsible for implementing the Governing Board's policies and overseeing the many-faceted operations of the District. He is assisted by the Vice Chancellors of Business, Certificated Services, Educational Services, and other District staff. In the thirteen years of District operation, there have been three Chancellor Superintendents: Dr. Louis F Batmale, 1970-1977; Herbert Sussman, 1977-1982; and Hilary Hsu, appointed in July, 1982. The president of each division -- City College and the Community College Centers -- reports directly to the Chancellor. An administrative staff assists each president in carrying out his duties and responsibilities.

II. San Francisco Community College District Educational Master Plan

Directions for the '80s -- Phase I is the first of a series of planning documents to assist District staff to synthesize the trends, events, and issues which are likely to influence educational programs and services. More importantly, Phase I contains the foundation for the District's future planning -- its Educational Master Plan. This Master Plan articulates the District's philosophy and mission and establishes a series of clearly defined goals which will serve as the District's guidelines as it charts its future course of action.

The challenges of the eighties underscore the District's need for a futures orientation and the need to assess carefully the anticipated effects of both the District's external and internal environment on its current operations. Clearly the external environment is dramatically different from what it was in the sixties and seventies. Diminishing resources, fiscal uncertainties, rapid technological changes, demographic changes, increased legislative involvement in community colleges' affairs, demands for greater accountability -- all these social, economic, and political changes are eliciting changes in the District. These coupled with changes such as shifts in student interests and educational objectives, increases in underprepared students, and changing occupational requirements will continue to affect programs, staffing patterns, and services.

The issues that the District must address and resolve during the eighties include:

- how to plan for fiscal leanness rather than constant expansion;
- how to ensure that maintaining open access and maintaining academic integrity and quality programs are not mutually exclusive concepts;
- how to increase program vitality, continue program innovations, and introduce needed curricula changes without increased revenues;
- how to establish educational priorities;
- how to reallocate limited resources among competing priorities through better planning rather than through new resource allocations;
- how to maintain program balance and diversity while also responding to the need for new programs;
- how to enhance institutional renewal.

Resolution of these issues requires a District-wide commitment to a coordinated, on-going, long-range planning process. It also requires that all the District's constituencies recognize that long-range planning during a period of limited resources is perhaps more critical than during a period of rapid growth and expansion. The author of "The Management of Decline," Kenneth Boulding, succinctly notes: "In a growing institution, mistakes are easily corrected; in a declining institution they are not." Directions for the '80s provides the framework for this planning effort -- an effort which must begin today if the District is to respond proactively to the challenges of tomorrow.

Directions for the '80s is divided into two parts. Part One, entitled "A Context for Planning -- Trends and Issues," consists of three chapters. These chapters highlight some of the findings resulting from the District's efforts to assess its external and internal environment and to identify significant changes, trends, and issues. This planning information is intended to serve as a resource for District staff in their planning activities and to assist the staff in determining which changes and trends are likely to affect the District's programs and services.

Chapter 1, "An Environmental Assessment: Focus on Change," discusses the major findings of the District's external assessment of San Francisco's population and business and industry. It also provides a profile of the San Francisco Community College District -- its students, staff, and educational programs and services -- and focuses on significant trends within the District. Additionally, Chapter 1 summarizes trends in California community college finance, governance, and public policy which affect the District's budget, planning, and decision-making activities.

Chapter 2, "A View Towards the Future," provides a futures orientation to stimulate thinking and debate about the educational implications of future economic, societal, and educational conditions which may exist in the District's long-range planning horizon.

Chapter 3, "Planning Implications: Some Questions for Discussion," poses questions about some of the planning implications which stem from the trends and issues discussed in the first two chapters. Thoughtful discussion of these planning implications should result in the directions and strategies the District will pursue throughout the 1980s.

Part Two of Directions for the '80s describes the process for Phase I and Phase II of the District's planning efforts. Part Two is also divided into three chapters.

Chapter 4 discusses the District's "planning to plan" process. It focuses on the philosophy, operational definitions, and planning premises which have served and will continue to serve as the underpinning for the various planning stages.

PART ONE

A CONTEXT FOR PLANNING – TRENDS AND ISSUES

A CONTEXT FOR PLANNING – TRENDS AND ISSUES

The most reliable way to anticipate the future
is to examine and understand the present.
John Naisbitt,
Megatrends

Change. Uncertainty. Upheaval. The beginning of a new era. These are the terms educational experts are using to describe the next decades for community colleges and, indeed, for postsecondary institutions throughout the nation. The winds of change buffeting our institutions -- worsening financial conditions, shifts in student demographics and educational objectives, increases in external controls and regulations, employment and technological changes -- are symptomatic of the rate and depth of change revolutionizing the American scene.

Because educational institutions exist as part of their social, economic, and political environments, effective planning must therefore take into account the changing circumstances both within and without the institution which are likely to have a potential impact on its programs, services, and staff. In recent years, there has been an increased emphasis on the use of strategic planning for postsecondary educational institutions. According to Richard M. Cyert, president of Carnegie-Mellon University, strategic planning "is an attempt to give organizations antennae to sense the changing environment...Strategic planning deals with an array of factors: the changing external environment, competitive conditions, the strengths and weaknesses of the organization, and opportunities for growth." (Keller, Academic Strategy, p. vii). This type of planning then looks outward as well as inward and focuses on keeping the institution in step with the changing environment.

Part One of Directions for the '80s highlights some of the findings resulting from the San Francisco Community College District's efforts to assess its external and internal environment and to identify significant changes, trends, and issues. This environmental assessment provides not only a rationale for the District's mission and goals but also establishes a context for planning activities through which institutional mission and goal statements will be translated into strategies, policies, objectives, and actions. It is also within this planning context that District staff will develop a more complete understanding of the institution -- its strengths and its weaknesses, its capabilities and constraints, its alternatives and challenges -- with the expectation that this knowledge will enable the District to make informed decisions quickly, anticipate needed actions, respond intelligently to unanticipated events, and consider a range of alternative choices about the future.

Part One consists of three chapters. Chapter 1, entitled "An Environmental Assessment: Focus on Change" is divided into three sections:

Section I: San Francisco -- Demography and Economic Climate
Section II: San Francisco Community College District Profile
Section III: Community College Finance and Governance Issues

Chapter 2, "A View Towards the Future," places some of the forecasts and projections about the San Francisco environment into a larger context. This chapter focuses on some of the macro-trends culled from futurist literature about significant demographic, societal, economic, and educational conditions which may exist in the District's long-range planning horizon.

Chapter 3, "Planning Implications: Some Questions for Consideration," includes a series of questions designed to stimulate thoughtful discussion about the implications these trends and issues have for the District as a whole as well as for particular programs and services. From such discussions will evolve the directions and strategies the District may pursue throughout the 1980s.

CHAPTER ONE

AN ENVIRONMENTAL ASSESSMENT: FOCUS ON CHANGE

I. SAN FRANCISCO – DEMOGRAPHY AND ECONOMIC CLIMATE

San Francisco has long enjoyed the reputation for being a unique, dynamic, world class, cosmopolitan city, and a trend setter. Its ambience, topography, aesthetic and commercial advantages, cultural and ethnic diversity, as well as its diverse lifestyles, are celebrated nationally and internationally. However, for the District's planning purposes, the following discussion does not focus on those aspects of the City and its population that have become the stuff of songs or the delight of tourists, but rather on San Francisco's unique characteristics and dramatic changes which present future challenges to the District to provide the programs and services needed by the community.

Demographic data consistently points out San Francisco's differences from other cities in the nine-county Bay region, and the District's Educational Master Plan must reflect the City's uniqueness if the District is to meet the educational needs of its constituencies.

To obtain a clearer picture of the identity and characteristics of its present and potential constituencies, the District used data derived from the 1960, 1970, and 1980 Census as well as projections and forecasts provided by various agencies. These data provide information about social and economic characteristics of the general population such as numbers, sex, age, race and ethnicity, education, income, and occupations. The data also allows the District to analyze significant demographic trends.

In and of itself, an analysis of demographic trends does not provide definitive program direction. However an understanding of the characteristics of the population to be served, correlated with other components of planning, can assist the District in making timely policy decisions.

A. SAN FRANCISCO'S DEMOGRAPHIC TRENDS

General Population

According to 1980 Census data, San Francisco, the fourteenth largest city in the United States, remained the most densely populated city in California. However, there has been a significant decline in the number of residents over the years. In 1950, its "peak census year," San Francisco's population had increased to 775,357. Since then, there has been a gradual but steady decline. In 1960, the population decreased to 740,316; from 1970 to 1980 the population decreased another 5 percent from 715,674 to 678,974, representing a decline of 8 percent since 1960. In its biennial update of city populations, the U.S. Census Bureau estimated San Francisco's population to be 691,637 in July 1982, a 1.9 percent increase over 1980.

While San Francisco population has declined from its 1950 peak because of lower birth rates, reduced in-migration, and the exodus of many of the middle class to the suburbs, the surrounding counties in the Bay Area show increases. The San Francisco-Oakland SMSA (Standard Metropolitan Statistical Area) which includes five counties -- Alameda, Contra Costa, Marin, San Mateo, and San Francisco -- had an average annual increase of 0.5 percent during the 1970s. In April, 1980 the population of the San Francisco-Oakland SMSA was 3,250,630, an increase of 4.5 percent over the ten-year period since the 1970 Census. Between 1980 and 1983, the population growth for this area accelerated to an annual average of one percent, bringing the estimated 1983 population to 3,349,700. The entire nine-county Bay Area's population has increased to over five million people, making it the nation's fifth largest metropolitan area. The table below, based upon the Association of Bay Area Government's (ABAG) trends and projections, shows the historical and projected population growth for San Francisco in relation to the other nine counties in the Bay Area.

TABLE 1-1

POPULATION GROWTH IN THE NINE-COUNTY BAY REGION

	Historical		Projected	% Change	
	1960	1980	2000	1960-1980	1980-2000
Alameda	908,209	1,105,379	1,287,000	22	16
Contra Costa	409,030	656,385	844,300	60	29
Marin	146,820	222,568	245,400	52	20
Napa	65,890	99,200	123,000	51	24
San Francisco	740,316	678,974	693,000	- 8	2
San Mateo	444,387	587,329	624,800	32	6
Santa Clara	642,315	1,295,072	1,504,000	102	16
Solano	134,597	235,204	381,000	75	62
Sonoma	147,375	299,682	440,000	103	47
Region	3,638,939	5,179,793	6,142,500	42	19

Source: Association of Bay Area Governments; 1960 and 1980 are Census derived, 2000 data are ABAG estimates

Race and Ethnicity

In 1980, California's population was 23,667,000 with projected increases of 17-18 percent by 1990. Of this population, two-thirds are White (non-Hispanic), almost a fifth is Hispanic, roughly 8 percent is Black, almost 6 percent is Asian and American Indian, and one percent is other. In recent years California has experienced significant shifts in its population mix, thus gaining the reputation for being one of the nation's important melting pots. Reportedly 25 percent of all U.S. immigrants currently live in California, and 15 percent of the State's population is foreign born.

San Francisco, a well-known trend-setter, has also experienced dramatic population shifts. It has moved beyond its reputation for being Northern California's "melting pot" to a role that probably augurs the future situation for many California and American cities. In the past twenty years, the City's racial/ethnic composition has changed so significantly that San Francisco has become the prototype of the pluralistic community of the future, simultaneously celebrating and puzzling over its cultural, racial, and ethnic diversity. Chart 1-1 on the following page illustrates these changes from 1960 to 1980. In 1960, 80 percent of San Francisco's population was White and 20 percent was minority, though the 1960 Census did not identify Hispanics as a minority group. By 1980 minorities comprised 48 percent of the population -- almost equally divided between Blacks, Hispanics, Chinese, and all other racial/ethnic minority groups. Table 1-2 provides a numerical and percentage breakdown of these major ethnic and racial groups.

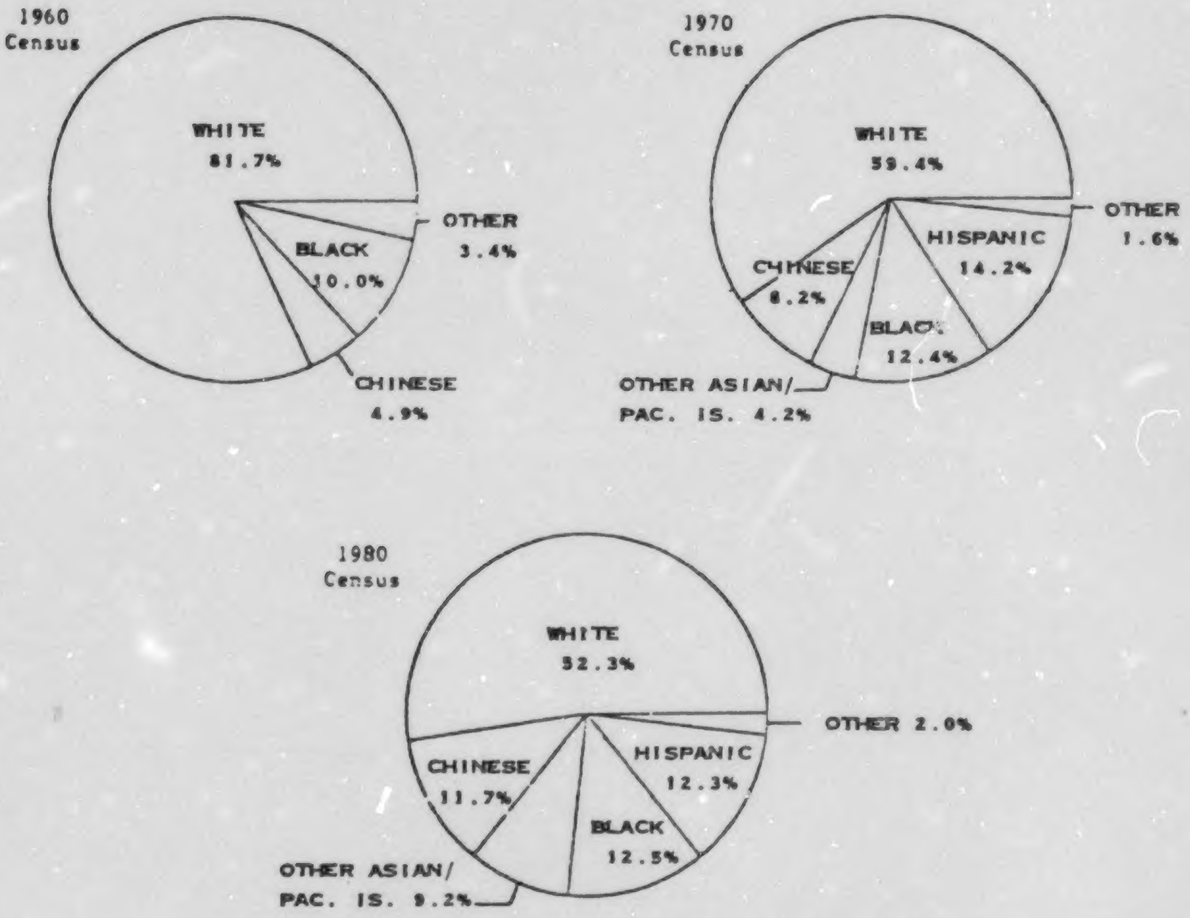
The minority group that has increased most dramatically is the Asian population. Only two metropolitan areas in the nation have larger populations of Asian and Pacific Islanders -- Honolulu with 456,465 and Los Angeles-Long Beach with 434,850. The San Francisco-Oakland SMSA (Standard Metropolitan Statistical Area) has 325,619 Asians, 44 percent of whom reside in San Francisco.

According to 1980 Census data, other ancestry groups in San Francisco whose members appear in much higher numbers than the national average include Filipinos, Russians, Salvadorans, and Nicaraguans.

If current demographic patterns continue, the majority of San Francisco's population will be ethnic/racial minorities by 1990.

CHART 1-1

SAN FRANCISCO POPULATION
Race / Ethnicity



Source: SFCCD Office of Research

TABLE 1-2

SAN FRANCISCO TOTAL POPULATION BY RACE / ETHNICITY

Race	1980		1970	1960
White	355,161		409,485	604,403
Black	84,857		96,078	74,383
Hispanic	83,373		101,701	
Asian/Pacific Is.	141,913		97,389	58,236
Chinese		79,329		
Filipino		36,755		
Japanese		11,637		
Korean		3,690		
Vietnamese		5,393		
Hawaiian		851		
Guamanian		284		
Samoan		1,703		
Asian Indian		2,271		
Am. Ind./Alaskan	3,548		2,900	1,068
American Indian		3,358		
Eskimo		120		
Aleutian		70		
Other	10,122		8,121	2,226
Total, all races	678,974		715,674	740,316

PERCENTAGE DISTRIBUTION

Race	1980		1970		1960	
White	52.3		57.2		81.6	
Black	12.5		13.4		10.0	
Hispanic	12.3		14.2			
Asian/Pacific Is.	20.9		13.6		7.9	
Chinese		11.7		8.2		4.9
Filipino		5.4		3.5		1.7
Japanese		1.7		1.6		1.3
Korean		0.5				
Vietnamese		0.8				
Hawaiian		0.1				
Guamanian		0.1				
Samoan		0.3				
Asian Indian		0.3				
Am. Ind./Alaskan	0.5		0.4		0.1	
American Indian.		0.5				
Eskimo		--				
Aleutian		--				
Other	1.5		1.1		0.3	
Total, all races	100.0		100.0		100.0	

SAN FRANCISCO HISPANIC POPULATION -- 1980

Those of Hispanic origin represent a Spanish cultural heritage and their racial designation may be one of several racial groups.

By Race		By Place of Origin	
White	39,920	Mexican	32,633
Black	1,557	Puerto Rican	5,174
Am. Indian, Asian, Pac. Is.	5,513	Cuban	1,397
Other	36,383	Other	44,169
Total	83,373	Total	83,373

Source: 1980 Census, City Planning and Information Services

The Newcomers: Immigrants and Refugees

What may not be readily apparent from the 1980 Census but has significantly affected San Francisco's population mix is the recent influx of refugees. Since 1975, the United States has accepted over half a million refugees from Indochina. More than 160,000 were admitted in 1980 alone. San Francisco has a long history of accepting and acculturating immigrants and refugees. As a gateway to the Pacific Basin, it is not surprising then, that a sizable number of the 212,000 Southeast Asian refugees who have resettled in California have found their way to San Francisco. (See table below.) According to the Northern California regional director of the International Rescue Committee, an estimated 22,000 - 28,000 Southeast Asians have arrived in San Francisco since 1975.

TABLE 1-3

REFUGEE POPULATION IN CALIFORNIA
Primary Resettlement: 1975 - September, 1982

Refugees	Number
Southeast Asian	212,187
Eastern Europe	8,284
Middle/Near East	1,928
Africa (Ethiopia, Somalia)	1,098
Entrants	
Cuba	5,600
Haiti	50
Total	229,147

Source: International Rescue Committee, San Francisco
(Secondary migration figures are not included in the statistics above.)

From 1979 to 1982 Southeast Asians accounted for 90 percent of the total refugees arriving in San Francisco, with 6,178 arriving in 1979, 6,405 in 1980, 5,324 in 1981, an estimated 2,000 in 1982, and tapering off to 655 as of June, 1983. 1982 saw not only a significant decline in the number of Southeast Asians, but also a shift in the ethnicity of refugees, with 40 percent of arrivals coming from Eastern European nations, Afghanistan, Iran, Iraq, Cuba, Haiti, Ethiopia, and Somalia. Projections are that the number of refugees will be evenly split in the 1983-84 fiscal year between Southeast Asians and non-Southeast Asians.

San Francisco is expected to experience a continual decline in the in-migration of newly arrived Southeast Asian refugees as the national ceiling lowers each year. The anticipated 1983-84 ceiling is 46,000. In fact, the entire Southeast Asian refugee program is expected to be phased out within three to five years. However, local refugee assistance agencies do anticipate an increase in the number of Eastern Europeans, Afghans, and Ethiopians during this period. Unfortunately, San Francisco based refugee organizations and agencies have no way of keeping track of the exact flow of these or other refugees to San Francisco from other states or counties in California nor their rate of departure.

Another unknown factor in the discussion of potential refugee and immigrant migration to San Francisco is the effect that U.S. immigration policies and the economic and political turmoil in Mexico, Central and South America will have upon San Francisco's Hispanic population -- a population which is already statistically unique since San Francisco is the only city in the United States where the majority of its Hispanic population is from Central America. Yet, San Francisco, like other cities in California and the southwestern United States, has been reeling from an influx of both legal and undocumented Hispanic immigration, with no one being able to say with confidence how many undocumented aliens are here and how many more are coming.

The annual flow of legal immigrants nationally has ranged between 400,000 and 800,000 through the past decade, 1980 being the recent peak year with 808,000. (Fallows, 1983, p.48.) From 1970 to 1978, the three leading sources of legal immigrants to the U.S. were Mexico, the Phillipines, and Cuba. About 42 percent of legal immigration during the seventies was from Latin America. Furthermore, as Latin America's population has grown and its governments and economies have foundered, more and more of its people have looked northward for relief. Current estimates are that half of all undocumented immigrants in this country come from Mexico and ten to fifteen percent more from elsewhere in Central and South America. The Census Bureau estimates that 500,000 undocumented aliens enter the United States each year. Researchers from the University of Texas have estimated that between 1.5 and 4.0 million Mexicans were illegally in the United States in 1980. Throughout the late 1970s the Border Patrol and the Immigration and Naturalization Service apprehended roughly one million undocumented aliens per year. In certain sectors along the 2,000 mile southern border, these apprehension levels have increased by 33 percent since 1981. While Border Patrol officials readily admit that apprehension figures omit the crucial return-migration figures, especially for Mexicans, there is unanimous agreement that the Border Control is impotent in controlling the flow from south of the border.

Refugee agencies in the Bay Area estimate that 30,000 to 80,000 undocumented Salvadoran refugees have migrated to the Bay Area in the last three years, a significant increase over the 1979 Salvadoran population of 60,000. Whether these undocumented aliens will be granted a "special entrants" category such as that invented for the 125,000 Cubans and Haitians who arrived in southern Florida in 1980, or whether the Simpson-Mazzoli bill will grant amnesty to these aliens is still to be determined. Yet the reality is that if this trend continues, San Francisco and the Bay Area can anticipate even more complicated employment, housing, educational, and acculturational problems than now exist.

Future projections aside, the huge numbers of recent refugees have already greatly taxed Bay Area special service and employment agencies, and many elementary, secondary, and post-secondary educational institutions in their attempt to respond to the educational, economic, occupational, social, and acculturational needs of these newcomers. Under the Federal refugee program, public assistance is available to those who require it. During the 1982-83 fiscal year the San Francisco Department of Social Services handled 11,000 refugee public assistance cases. Statewide, refugees receive an estimated three to four million dollars monthly through Refugee Cash Assistance grants. For example, in January 1983, 13,092 refugees in California received $3,050,978 in Refugee Cash Assistance grants, of which $249,984 went to 1,008 refugees in San Francisco.

Under the federal refugee program, refugee cash assistance is available to single adults for 18 months and to families for 36 months. However, to obtain this assistance all adult refugees are expected to avail themselves of educational opportunities to learn English and to obtain marketable skills.

However, available information about the refugee population indicates that ability to obtain employable and marketable skills is complicated not only by lack of English skills but also by the bi-modal nature of the refugees' current skill levels. Many refugees arrive in the United States with virtually no marketable occupational skills and some arrive with well developed technical or professional occupational skills. Earlier arrivals tended to come from professional and technical backgrounds. Southeast Asians -- comprised of ethnic Chinese, Vietnamese, Cambodians, and Laotians -- are illustrative of this phenomenon. According to the Mayor's Targeted Assistance Planning Committee, those Southeast Asians who have been in the United States for more than 18 months tend to have mid-level, professional backgrounds or at least a substantial amount of formal education. Southeast Asians who have arrived in the last 18 months are likely to be from rural communities in their home countries and have little or no formal education. In reviewing the skills areas of these refugees and those of Eastern Europeans, Soviet Jews, and Ethiopians -- most of whom come from technical and professional backgrounds -- the Planning Committee concluded that not only were there serious language problems, but also because of the problem of establishing equivalencies and proving their training, most trained refugees would have to undergo rather extensive re-training or re-licensure before being able to practice their craft or profession. Therefore, it would be unrealistic to assume that most of these refugees would become self-sufficient within an eighteen month time period.

For the unskilled refugees, the problem is more severe because of the dearth of employment opportunities in the area and the keen competition for available positions. The majority of refugees residing in San Francisco is unskilled.

Both City College and the Centers have experienced increases in enrollment of Southeast Asians; however, the Centers have borne the major increases. Since 1979, it is estimated that the Centers have served an average of 5,000 refugees every semester. Since 1976 the Centers have had a federal contract with the International Training Project for Refugees (formerly the Indo-Chinese Training Project) to provide ESL instruction, employment services, and vocational training; however, federal support for this effort has decreased substantially in recent years. In 1976 the federal government subsidized the instruction of 3,000 refugees annually. Currently the District receives subsidy for approximately 500 students annually. Therefore, the bulk of the District's assistance to refugees has come from District funds. It seems safe to assume that to meet current refugee needs, programs and services -- especially ESL instruction -- will be necessary at least at the present rate through the next five years.

An Aging Population

In addition to dramatic changes in San Francisco's racial and ethnic composition, the 1980 Census also reveals significant changes in age groups. The 1980 Census confirms the suspicion that San Francisco has increasingly become an adult community. The median age of San Francisco residents is now 34.1 years. From 1960 to 1980 both San Francisco and the entire Bay Area experienced a decline in residents under 18 years old while the above 65 group increased in size. However, the most dramatic decline occurred in San Francisco where the 0-17 age group decreased 27 percent during the period 1970 to 1980 and the 18-24 age group declined 14 percent -- a startling trend that is projected to continue through the 1980s. In fact, demographers note that San Francisco's loss in population since 1970 is concentrated among the youth. The younger the age group, the greater the loss in population. In fact, San Francisco's school age (5-17 years) population is only 12.5 percent of the total population, one of the smallest levels in the state. The traditional college-age cohort (18-24 years) is almost the same percentage, 12.3 percent. On the other hand, the young adult population of 25-34 year olds, which comprises the post-World War II babies, increased 40 percent between 1970 and 1980. This age group now represents over 22 percent of San Francisco's population. The 35-54 age group represents another 20 percent of the population. Therefore, San Franciscans in their prime working years (25-54 years) total 42 percent of the population, while older adults (65 and above) currently represent 15 percent of San Francisco residents.

These dramatic shifts within age groups reflect the drop in the birth rate of the 1960s and 1970s, the exodus of families with young children to the suburbs seeking more affordable housing, and the maturing of the population cohort born during the "baby-boom" (1945-1963). The marked increase in the 25-34 year old cohort also may reflect the City's increasing Gay and Lesbian population. The table on the following page reflects the shifts in San Francisco age groups between 1970 and 1980.

TABLE 1-4

SAN FRANCISCO POPULATION
CHANGE IN AGE DISTRIBUTION: 1970-1980

Age	1970	%	1980	%	Net Change	1980 % Statewide
0-5	43,003	6.0	31,537	4.6	- 11,466	7.2
5-9	44,332	6.2	28,596	4.2	- 15,736	7.0
10-14	45,232	6.3	32,674	4.8	- 12,558	7.6
15-19	49,572	6.9	42,374	6.2	- 7,198	9.0
20-24	74,934	10.5	65,242	9.6	- 9,692	10.0
25-29	62,855	8.8	80,784	11.9	+ 17,929	9.4
30-34	44,844	6.3	70,438	10.4	+ 25,594	8.5
35-44	79,997	11.2	81,143	12.0	+ 1,146	11.9
45-54	86,638	12.1	70,025	10.3	- 16,613	10.0
55-59	43,058	6.0	38,480	5.7	- 4,578	5.1
60-64	41,471	5.8	33,396	4.9	- 8,075	4.2
65-74	62,447	8.7	60,693	8.9	- 1,754	6.2
75+	37,291	5.2	43,592	6.4	+ 6,301	4.0
Total	715,674	100	678,974	100	- 36,700	100

Source: San Francisco Department of City Planning -- Data sources:
1970 Census, PHC(1)-189 Table P-1; 1980 Census STF-1A Table 10.

Age Projections

The historical changes in the patterns of San Francisco's age groups discussed in the previous section have significant planning implications for the District, but projections are of even greater importance. The California Department of Finance has made projections by age cohorts for San Francisco's population through the year 2020, taking into consideration births, deaths, and migration trends.

According to the Department of Finance projections, the population of the City as a whole will increase through 1990 by about 3.4 percent or 24,000 persons from the 1980 base of approximately 680,000 and then steadily decline to 655,700 by 2020. This projection assumes a net emigration from the City and a negligible in-migration -- a factor which is obviously dependent upon many societal variables including international affairs. However, the importance of these projections rests not in the overall population, but rather in the changes of specific age groups. While it is difficult to forecast 40 years into the future, we know that persons who will be 40 and older in 2020 have already been born. Furthermore, population projections for those 35 and under may be considered fairly valid through the year 2000.

The following discussion summarizes the Department of Finance's age projections to the year 2000, the limit of the District's current planning horizon. Chart 1-2 provides a graph of these projections by age group.

- The 17 and under age group is projected to increase 12 percent from a 1980 population of 116,547 to 130,494 in 1995 and then decrease 5 percent to 123,179 by the year 2000. While the District will be able to absorb those who will reach college age during this period, these projections will probably cause stress for elementary schools. Those which have closed due to low enrollments may have to reopen in the next decade only to face a period of contraction the following decade.

- The traditional college age students, the 18-24 year olds, which currently represent approximately 60 percent of City College students and 30 percent of enrollment District-wide, is projected to decrease from the 1980 level of 87,470 to 64,649 in 2000, a 35 percent decline. Since this age group tends to be the full-time students and therefore accounts for an even greater proportion of ADA than other age groups, this significant decline in population will have serious consequences for the District.

- Those persons in the 25-34 year age cohort, which currently represents another 30 percent of the District's enrollment, are projected to decline at an even greater rate than the 18-24 year olds, from 148,542 in 1980 to 91,383 in 2000, a 38.5 percent decrease. Generally, this age group represents young workers who enroll in courses to improve skills in order to secure better jobs. Presently this group includes almost half of City College evening enrollees and a similar proportion of Community College Centers students, a large percentage of whom are enrolled in ESL classes.

- The 35-44 year olds are projected to increase rapidly until 1990. In 1980 this group numbered 71,364; in 1990 their numbers will reach 136,038, a 90.6 percent increase. By 2000, this age cohort will gradually decrease from its 1990 total by 16.4 percent to 113,727. The educational goals of this group are very similar to those of the 25-34 year old cohort. If one combined these two age groups, representing a significant portion of the District's clientele, one could project a serious decline within this combined age group after 1990. On the other hand, the San Francisco Chamber of Commerce's Strategic Plan projects a healthy economic environment provided certain constraints to growth such as housing and transportation issues are resolved. Therefore, if the District expects to provide education for career advancement, it will have to expand its clientele to include the substantial numbers of San Francisco employees who commute daily to the City, a decision that would have implications for the location of classes if they are to be convenient to work sites.

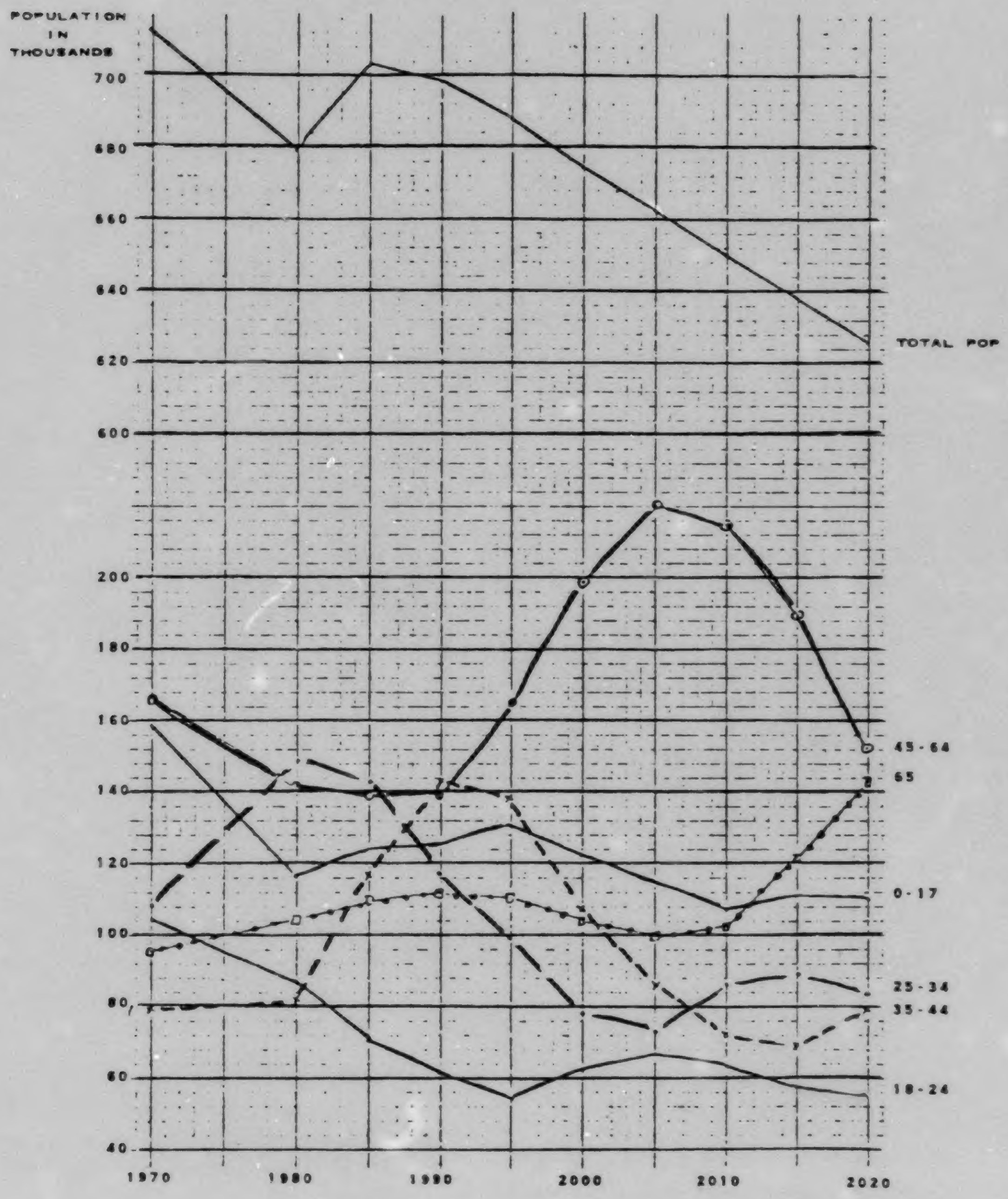
- Those aged 45-64 are projected to decrease slightly until 1990 with a 3 percent decline from the 1980 level of 142,290 and then dramatically increase by 38.9 percent to reach a population of 190,054 by 2000. This age cohort will be the largest and most rapidly growing segment of San Francisco's population after 1990. This group represents the 35-44 year olds of the 1980s who will be the 45-54 year olds from 1990-2000. If the educational goals of this age group remains comparable to those the District currently serves, then they will be less concerned about job-related skills and be more interested in pursuing opportunities which broaden their backgrounds, including improved English skills for those with a different native language.

- The 65 and older age group which numbered 104,572 in 1980 is projected to remain relatively constant through the year 2000. This projection is at variance with national projections for this age group which are discussed in Chapter 4, "A View Towards the Future," yet possibly reflects the sizable 1980 base for this age group.

If we accept these Department of Finance projections, the District will experience some very significant changes in its clientele -- changes which will affect its enrollment and some of its major programs and functions. The District will have to monitor these projected trends very closely and maintain flexible planning strategies.

CHART 1-2

SAN FRANCISCO POPULATION ESTIMATES
By Age Cohorts
1980 - 2020



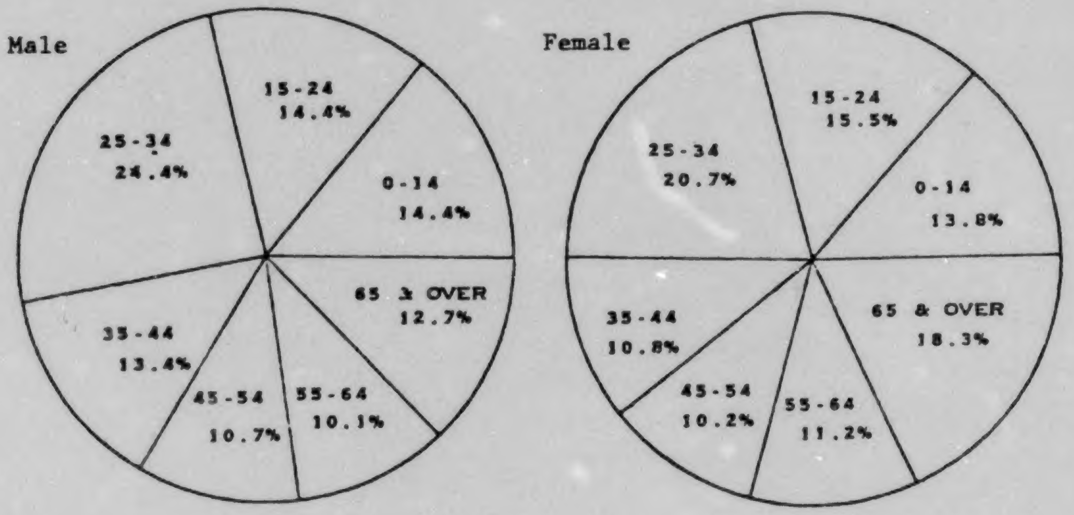
Source: California Department of Finance

Sex and Marital Status

The 1980 Census indicates that in San Francisco women outnumber men by a slight margin, 50.5 percent to 49.5 percent. However, there are more men than women in each age grouping until age 55 at which year women outnumber men five to three. Some 48 percent of all men are in the 25-54 year cohort (the prime working years) compared to 42 percent of all women.

CHART 1-3

SAN FRANCISCO POPULATION
Age: Male / Female

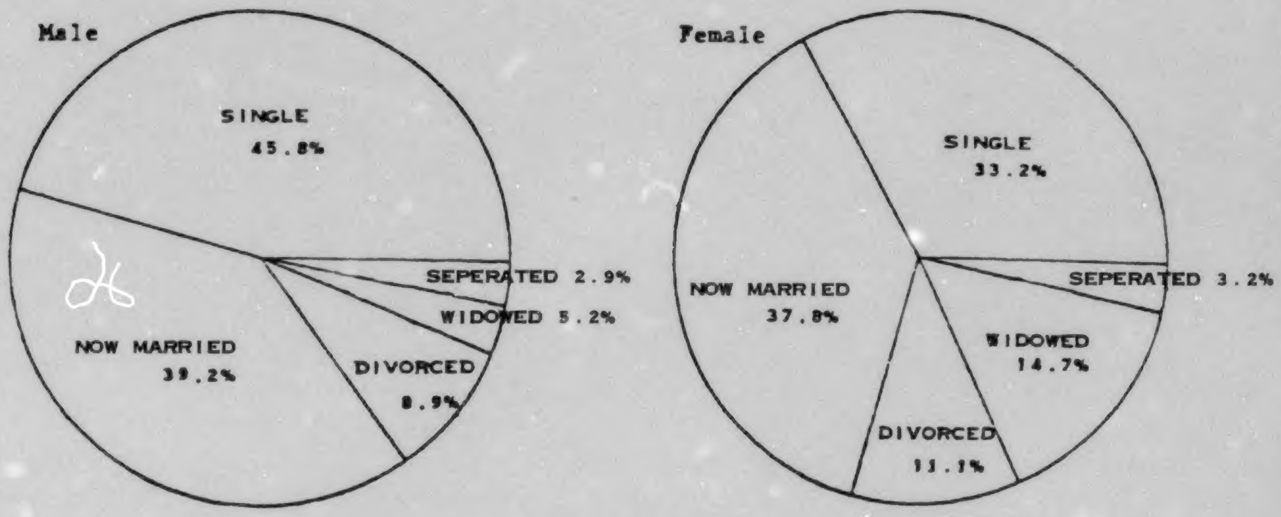


Source: 1980 Census

Another interesting revelation from the 1980 Census is that San Francisco has increasingly become a city of singles. This becomes abundantly clear from two perspectives. First, almost 46 percent of San Francisco's male population and 33 percent of the female population are single. Of San Francisco's population aged 15 and older, 39.4 percent have never been married and 22 percent are separated, divorced, or widowed. Presumably, these percentages reflect in part San Francisco's large Gay and Lesbian population, conservatively estimated at 100,000. Second, of the city's 299,867 households, over 41 percent are one-person households compared to 24 percent in the other four counties that comprise the San Francisco-Oakland SMSA. Furthermore, only 57,288 households or 21 percent have children (possibly the lowest percentage in the nation for a major city), whereas 37 percent of the households in other Bay Area counties have children. Of these San Francisco households with children, 14,963 or 26 percent are headed by single women and 4 percent by single men. San Francisco also has a substantially larger percentage of households (11.2 percent) comprised of live-in non-family, un-related individuals (e.g. shared housing, roommates, or unmarried partners) than the statewide average of 6.5 percent. The average household size in San Francisco is 2.19 persons.

CHART 1-4

SAN FRANCISCO POPULATION
Marital Status: Male / Female



Source: 1980 Census

The Handicapped

Demographers estimate that at least 10 percent of the general population is either physically disabled or handicapped. San Francisco's number of physically and developmentally disabled individuals certainly reflects this trend. According to the State Department of Rehabilitation, there are approximately 76,000 persons in San Francisco with sensory, physical, or developmental disabilities. (This figure excludes individuals with mental disorders.) Although a breakdown into age cohorts is not currently available, many if not most, of these individuals are eligible for District programs. The District, despite its efforts to provide access for this segment of San Francisco's population, is serving only a small portion of those who might avail themselves of its services. Currently, the District provides special services -- mainly through special classes -- to approximately one thousand handicapped and developmentally disabled individuals. Special State legislation reimburses the District for excess cost, and some categorical funds for the disabled from the Vocational Education Act have offset a portion of the District's costs, but given the current funding levels, it is unlikely that the District can expand these high cost programs and services for this needy population.

Educational Profile

Of particular interest to the District is the level of educational attainment by San Francisco residents. According to the data from the 1980 Census, of the 563,122 persons in San Francisco 18 years and older, approximately one fourth did not complete high school, another one fourth completed only high school, another one fourth completed one to three years of college, and the remaining fourth held at least one college degree.

When one examines the educational level of San Franciscans 25 years of age and older, there is surprisingly little increase in the numbers who completed high school. Therefore, those individuals who had not completed high school by the time they were 18 still had not completed high school by the time they were 25. However, the percentage of those completing four years of college does increase by two percentage points.

Racial/Ethnic Educational Patterns

Also of significant interest to the District is the difference in educational patterns within San Francisco's various racial and ethnic groups. Table 1-5 shows the educational backgrounds of San Francisco residents 25 years of age and older by race and ethnicity.

Of the White adults 25 and older, 33 percent have completed at least four years of college and 22 percent have completed 1-3 years of college. Twenty-five percent of Asians have completed college while 18 percent have completed 1-3 years of college. Of the Black population, 11 percent have completed college and 21.2 percent have 1-3 years of college education. Thirteen percent of Hispanics completed college and another 17 percent completed 1-3 years of college. At the other extreme, almost 16 percent of San Francisco's population over 25 years of age have completed only elementary school: 11 percent of the White population, 18 percent of the Black, 26 percent of the Asian, and 28 percent of the Hispanic population.

Looking at racial/ethnic educational attainment from an enrollment perspective, the 1980 Census shows that of the 158,916 San Franciscans who were enrolled in public and private schools K - 16 in 1980, 46 percent were White, 16 percent Black, 29 percent Asian, and 16 percent Hispanic. However, the racial composition varies proportionally with educational levels. There are almost twice as many white students in college as there are in kindergarten and elementary school. The number of Asians in college is about the same as those in elementary school. However, the reverse holds true for Blacks. Only half as many Blacks are in college as are in kindergarten through eighth grade. Also, there are more Hispanics in K - 8 than there are in college.

TABLE 1-5

YEARS OF SCHOOL COMPLETED BY RACE AND ETHNIC ORIGIN
Persons Age 25 or Older

	Total		White		Black		Am.Ind./ Alaskan		Asian/ Pac.Is.		Other	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
Total S.F. Pop. 25 & Older	479,341	100.0	313,101	100.0	50,472	100.0	2,304	100.0	93,476	100.0	19,988	100.0
Elementary	75,764	15.8	35,030	11.2	9,217	18.3	281	12.2	24,744	26.5	6,492	32.5
High School 1 - 3 years	49,029	10.3	27,434	8.8	9,768	19.3	366	15.9	8,645	9.2	2,816	14.1
High School 4 years	120,456	25.1	79,696	25.4	15,111	29.9	662	28.7	19,867	21.3	5,120	25.6
College 1 - 3 years	98,829	20.6	67,426	21.5	10,746	21.3	602	26.1	16,751	17.9	3,304	16.5
College 4 years	135,263	28.2	103,515	33.1	5,630	11.2	393	17.1	23,469	25.1	2,256	11.3

BY HISPANIC ORIGIN:

	Total		Hispanic Origin		Non-Hispanic Origin	
	Number	%	Number	%	Number	%
Total S.F. Pop. 25 & Older	479,341	100.0	48,443	100.0	430,898	100.0
Elementary	75,764	15.8	13,806	28.5	61,958	14.4
High School 1 - 3 years	49,029	10.3	6,713	13.9	42,316	9.8
High School 4 years	120,456	25.1	13,093	27.0	107,363	24.9
College 1 - 3 years	98,829	20.6	8,350	17.2	90,479	21.0
College 4 years	135,263	28.2	6,481	13.4	128,782	29.9

Source: 1980 Census; Employment Development Department

Changes in K - 12 Enrollment Patterns

A look at the enrollment patterns in San Francisco schools over the last decade provides another perspective of the educational patterns of San Francisco residents. There has been a significant shift in the racial composition of both private and public schools. Both now reflect the ethnic plurality of San Francisco's population. For example, in 1970 Whites were the largest racial group in San Francisco's public schools, accounting for 35 percent of all students. Together White and Black students comprised two-thirds of the 88,757 students enrolled. During the 1982-83 school year -- only 12 years later -- Blacks and Whites together represented only 40 percent of the 61,051 students. Since 1970 there has been a rapid increase in the number of Asian and Hispanic students and a significant increase in Filipino students. From 1974-75 to 1982-83 there has also been a marked increase in the "other" ethnic group, which largely reflects the influx of Southeast Asians, who in 1982-83 represented almost 10 percent of San Francisco's public school students.

TABLE 1-6

CHANGES IN SAN FRANCISCO PUBLIC SCHOOL ENROLLMENT
By Race / Ethnicity

	1970-71	1971-72	1974-75	1978-79	1982-83
Total Students	88,757	80,902	72,443	60,113	60,051
% White	35.1	31.9	25.3	20.4	16.9
% Black	28.1	30.0	29.8	27.6	23.1
% Hispanic	13.6	13.8	14.5	15.3	17.2
% Chinese	14.8	13.9	16.4	18.8	19.5
% Japanese	1.8	1.8	1.8	1.5	1.1
% Korean	0.3	0.3	0.6	1.1	1.0
% Am. Indian	0.3	0.3	0.4	0.6	0.6
% Filipino	4.1	5.9	8.2	8.8	8.7
% Other	1.9	2.2	3.0	5.8	11.9

Source: San Francisco Chronicle, February 14, 1983, page 1.

From 1970-1983 total enrollment in San Francisco public schools declined 31 percent, from 88,757 students to 61,051 students -- a loss of 27,706 students. According to California State Department of Education reports, some 30,152 students attended San Francisco private schools in 1971-72; that number declined by 7 percent to 27,958 in 1981-82. Even with this decline, the proportion of students attending private schools in San Francisco is greater than the statewide average. In 1981-82, 32 percent of

San Francisco's elementary and high school students attended private schools compared to 10 percent statewide and 13 percent in neighboring counties. Table 1-7 shows enrollment patterns for K - 12 public and private schools in San Francisco for the past three years. The table shows a slight overall increase in enrollment in public schools from the 1981-82 school year, a reversal in the downward trend. Also, the enrollment figures for public elementary and middle schools provide an important indication of the potential number of high school graduates which can be expected through the 1980s and mid 1990s.

TABLE 1-7

SAN FRANCISCO PUBLIC & PRIVATE SCHOOLS: K - 12
1981-84 Enrollment Trends

	1981-82	1982-83	1983-84
San Francisco Unified School District			
Elementary (K-5)	25,134	25,456	26,266
Middle School (6-8)	13,147	13,561	13,625
High School	20,078	20,624	21,052
Special & Adult Schools	1,530	1,410	1,444
Total Enrollment	59,889	61,051	62,387
S.F. Private Schools	27,958	26,945	26,566

Source: Elliot, San Francisco Statistical Abstract, 1983.

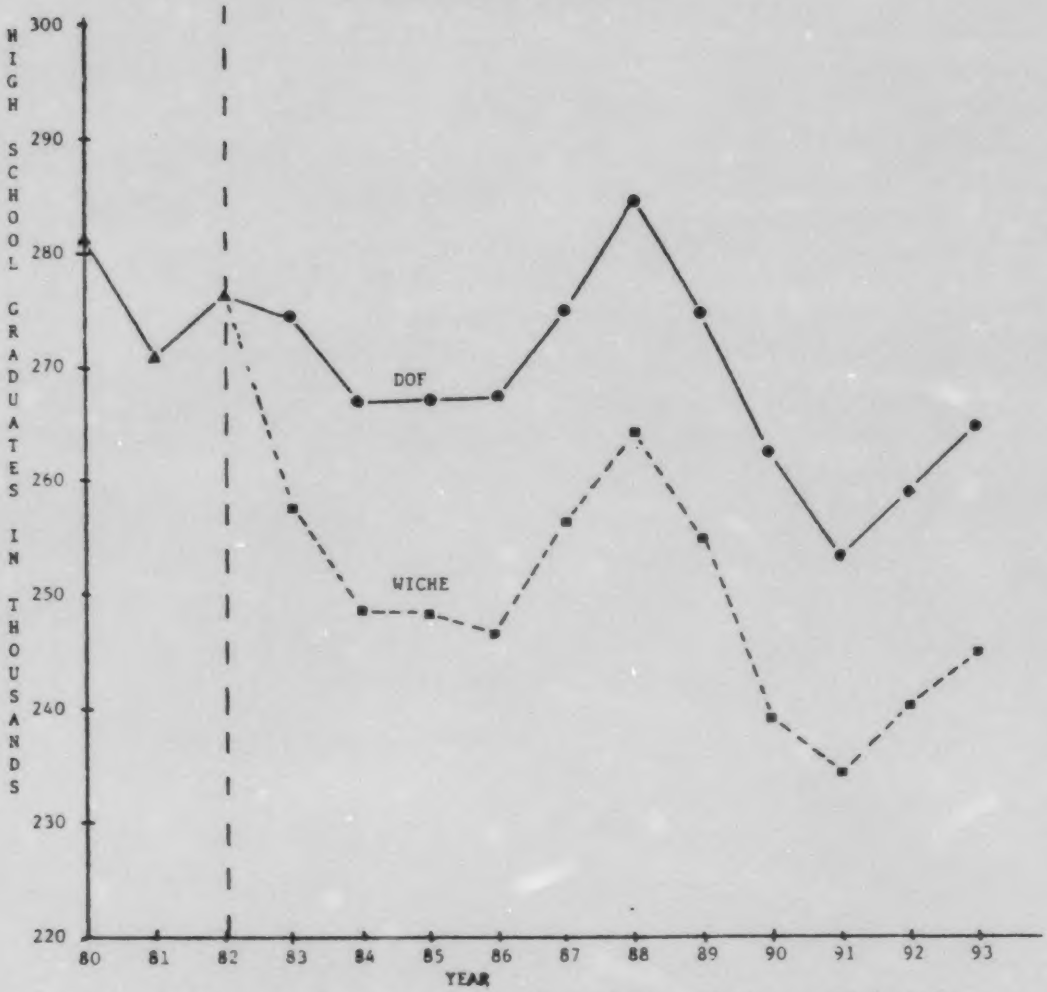
High School Graduation Projections

Although the District does not have projections for San Francisco graduation rates, the following discussion of statewide trends may indicate what San Francisco might experience, especially in light of the Department of Finance's age cohort projections discussed earlier in this chapter and the enrollment patterns in San Francisco public and private schools.

In the 1975-76 school year, 306,301 students graduated from California public and private high schools. By 1981-82 this number had decreased by 10 percent to 276,454. Chart 1-5, prepared by the California Postsecondary Education Commission (CPEC), shows projections for California high school graduates through 1993. These projections were prepared by two different agencies -- the California Department of Finance (DOF) and the Western Interstate Commission for Higher Education (WICHE). Although the Department of Finance's projections are more optimistic -- and according to a CPEC analysis, more accurate -- both show a continuing decline in the number of graduates through 1986, a two year increase until 1988, and then a sharp decline until 1991. Even with the projected increases in graduates from 1986 to 1988, extended projections indicate that the number of high school graduates will not return to the 1975 level until 1998 or 2000.

CHART 1-5

CALIFORNIA HIGH SCHOOL GRADUATING CLASSES
Trends and Projections



Sources: Population Research Unit, California Department of Finance, Historical and Projected High School Graduates, April 20, 1983.
Western Interstate Commission for Higher Education, High School Graduates: Projections for the Fifty States (1982-2000).

Unfortunately, the projections in Chart 1-5 provide no information about the composition of the graduating classes -- a significant variable since the college-going rates of various ethnic groups varies significantly. Nevertheless, these projected decreases in the number of high school graduates will have a significant impact upon those community college programs and services which traditionally attract this age group. Equally important, community colleges will probably experience even keener competition from four year colleges and universities as they strive to maintain their own enrollment levels. The San Francisco Community College District will have to monitor these trends very carefully as well as develop strategies to attract more high school graduates if the District is to maintain its traditional share of this important group of students.

Language Diversity

In addition to the dramatic shifts in racial composition and enrollment patterns, San Francisco public schools also face challenges resulting from other social and economic factors. Forty percent of public school students come from single-parent households; 29 percent come from families receiving federal assistance through Aid to Families with Dependent Children. But one of the most serious educational challenges for the public schools is the increase in the number of foreign born students, a group which now accounts for one out of every three public school students, and an increase in students with limited English speaking ability. In fact, in 1980 there were 4,425 limited English-speaking and 5,826 non-English speaking students enrolled in grades K - 12, representing one in six of all public school students.

These figures obviously reflect San Francisco's rich ethnic and cultural diversity -- a diversity evident in the array of languages which can be overheard on street corners, in buses, restaurants, and schools, or while one meanders through the City's many ethnic neighborhoods. While adding a distinctive cosmopolitan atmosphere to the City, the fact that English is not the primary language for a large proportion of San Franciscans poses serious educational challenges not only for San Francisco public schools but also for the San Francisco Community College District.

As shown in Table 1-8, in the 1980 Census over 223,500 San Franciscans reported that English is not their primary language -- 34,500 in the 5-17 age cohort, and 188,000 in the 18 and over age group.

TABLE 1-8

PRIMARY LANGUAGE SPOKEN AT HOME
AND ABILITY TO SPEAK ENGLISH

Primary Language	Persons 5-17 years Number	%	Persons 18 years and older Number	%
English	50,219	59.1	365,125	64.8
Spanish	10,975	12.9	40,625	8.8
English spoken well	9,331	11.0	36,394	6.5
English not spoken well	1,644	1.9	13,231	2.3
Other Language	23,790	27.9	148,372	26.3
English spoken well	19,141	22.5	109,698	19.5
English not spoken well	4,649	5.4	38,674	6.8
Total	84,984	99.9	563,122	99.9

Source: 1980 Census, Employment Development Department

Although there are inherent difficulties in relying upon individuals' self-assessment of their language facility, the data indicates that 52,000 people or 9 percent of all San Franciscans aged 18 and over claim not to speak English well. Given the District's extensive ESL program, it is possible that it is now serving half of the non- or limited-English speaking population. If the program is to respond to the unmet needs of this remaining population as well as to assure the availability of language instruction for the immigrants who enter the City daily, ESL will probably continue to play a major part in the District's educational services well into the forseeable future.

Using the same age cohorts, a comparison with statewide data again points to San Francisco's uniqueness. In California, 75 percent of the population's primary language is English; in San Francisco, however, only 65 percent identify English as their primary language. Spanish is the primary language of 13.5 percent of the population statewide but only of 9 percent of San Franciscans. Statewide, 9 percent of the population speaks other languages; in San Francisco, 27 percent speak other languages, mostly Asian languages. San Francisco's cultural diversity is further illustrated in Table 1-9 which shows the range of languages spoken in homes of San Francisco's public school students.

TABLE 1-9

1981-82 SAN FRANCISCO PUBLIC SCHOOL STUDENTS: K - 12
From Homes Where a Language Other Than English Was Spoken

Language	# of Students	Language	# of Students
American Indian	13	Indian-Indian	166
Arabic	332	Italian	105
Cambodian	219	Japanese	366
Chinese Cantonese	8,694	Korean	429
Chinese Mandarin	538	Laotian	349
Chinese Other	843	Portuguese	22
Filipino Ilocano	1,280	Russian	227
Filipino Tagalog	1,544	Samoan	460
Filipino Other	403	Spanish	7,104
French	99	Vietnamese	2,047
German	88	Other Asian	78
Greek	72	Other	1,406
	Total	26,884	

Source: San Francisco Unified School District

Income and Economic Status

The 1980 Census also provides data about the economic status of San Francisco residents. Of the total 299,867 households in San Francisco, the median household income was $15,867. The income distribution of these households, however, reveals unsettling extremes. About 1.9 percent of the households (5,844) had incomes of $75,000 or more; another 8.5 percent (24,589) had incomes of $40,000-$75,000. At the other extreme, 32 percent (94,247) of the household incomes were less than $10,000 and another 29 percent, or 88,785 households, had incomes between $10,000 and $20,000. Thus, the middle income people -- those with incomes of $20,000-$40,000 -- comprise only 28.6 percent of the total number of households in the City.

Although these household income levels reveal a wide spread, they should be kept in perspective. The majority of San Franciscans -- about 53 percent -- live in non-family households. Of this number, a startling 41 percent of the city's population lives alone - nearly double the percentage of singles living alone in most surrounding counties. Singles households have far below average household incomes, both because of individual salary levels and because most households now have two or more wage earners.

How do these statistics relate to the economic status of San Francisco families, as opposed to single individuals? Of the 141,590 families reported in the 1980 Census, the average family income was $25,675 and the median family income was $20,911. Moreover, the data available for family income reveal significant ethnic variations. The median income for Black and American Indian families was $14,000; for Hispanics, $20,000; and for Asians and Whites, $22,000 and $22,800 respectively.

Given this profile of San Francisco residents' economic status, it is not surprising that 91,195 persons (13 percent), or 1 in 7 San Franciscans, were designated as living below poverty level. In 1980 the poverty level, which is adjusted each year for inflation, was $3,686 for a single person and $7,356 for a family of four. In 1980, of the total 141,590 families in San Francisco, 14,549 were determined to be living below the poverty level. Over 7,000 of these families were headed by single females. Furthermore, as with median family income, there were significant variations in poverty status between race and ethnic groups. (See Table 1-10.)

In September 1982 almost 97,657 people received some type of public welfare -- either Aid to Families with Dependent Children, food stamps, general relief, or refugee cash assistance. This represents aid to 14 percent of the total City population.

In 1980, there were 121,392 social security recipients -- 34,828 between the ages of 65 and 71, and 54,783 recipients 72 years of age or older -- 17.8 percent of the population.

TABLE 1-10

POVERTY STATUS BY RACE AND ETHNIC ORIGIN

	Total	White	Black	Am.Ind./ Ala.Nat.	Asian/ Pac.Is.	Other
Persons For Whom Poverty Status Was Determined	665,032	392,981	83,869	3,427	147,631	37,124
Above Poverty	573,837	349,513	62,824	2,579	128,934	29,987
Below Poverty	91,195	43,468	21,045	848	18,697	7,137
Percent Below Poverty	13.7	11.1	25.1	24.7	12.7	19.2

By Hispanic Origin:

	Total	Hispanic Origin	Non-Hispanic
Persons For Whom Poverty Status Was Determined	665,032	82,833	582,199
Above Poverty	573,837	68,687	505,150
Below Poverty	91,195	14,146	77,049
Percent Below Poverty	13.7	17.1	13.2

Source: 1980 Census

San Francisco's Cost of Living

Considering the ravages of inflation, the decline in real purchasing power, and the cost of living in San Francisco, the economic profile of San Francisco residents has even greater implications. San Francisco still remains one of the most expensive cities in the nation in which to live. This can be illustrated by examining the cost of two basic necessities -- food and housing. According to the 1983 "market basket" analysis of food prices, San Francisco ranks twelfth in the nation. Although food prices have stabilized during the past year, it now takes $43.59 to purchase groceries that cost $27.76 less than a decade ago. This inflation has negatively affected the lower income groups and those on fixed retirement incomes more than the middle or upper income groups because these former groups characteristically spend proportionally much more of their income on food.

However, the rising costs of food, utilities, and other necessities pale in comparison to the escalating costs of apartment rentals and single family dwellings. San Francisco is in the midst of a housing crisis. San Francisco's housing costs are 76 percent above the national average -- the highest in America with the exception of Honolulu. San Francisco has had an increase of over 2,000 households per year -- albeit mostly one person households -- but less than 1,000 housing units have been built annually. As a result, the critical demand for housing has inflated costs even more. During the past few years, the price of housing has risen two-and-a-half times faster than salaries -- resulting in an overall increase of 500 percent since 1975. Consequently, the availability of affordable and suitable housing has become very limited, especially for the lower income residents of the City. According to the Mayor's Office of Housing and Community Development, approximately 81,000 households or 27 percent of the total households in the City are living under inadequate conditions; 78 percent of these lower income households are overpaying for their housing; and 6.7 percent are living in extremely overcrowded conditions. This problem is compounded by the fact that ten percent of the City's housing stock has been declared substandard.

Two-thirds of San Franciscans are renters. For those on limited incomes, the future is bleak. According to a 1980 rent survey conducted by the Department of City Planning, the 1980 median rent was $455 for all unit types compared to the 1976 median rent range of $251-300 and the 1974 median rent range of $151-200. The 1980 median rent for studios was $289, for one bedroom apartments $372, two bedroom apartments $472, and three or more bedroom apartments $588. It is not difficult to understand, then, the phenomenon of over-crowding among large, lower income families who rent. A 1983 study conducted by the Robert A. McNeil Corporation in San Mateo concludes that the average San Francisco monthly rental, excluding electricity and utilities, is $700 -- ranking San Francisco second only to New York in the cost of apartment rentals. McNeil predicts that this average monthly rental will escalate to $750 in 1984, $800 in 1985, and $1,125 in 1990.

The Mayor's Office on Planning contends that any household that pays more than 25 percent of its income for rent is considered to be overpaying for housing -- a situation in which 78 percent of the City's lower income households find themselves. McNeil asserts that households now pay 30 - 33 percent for rent and that this figure will increase to 40 percent by 1985.

However, those who are renters now will probably remain so since home ownership costs have thwarted dreams of owning homes for most San Franciscans. In 1982, the average price of a single-family home in San Francisco was $131,131, and in 1983 the average price of a Bay Area home was $143,700 compared with the national average of $81,200. These Bay Area housing prices would require a minimum yearly income of $54,000 to make conventional mortgage payments after 20 percent down. Putting this problem in a State perspective, realtors contend that only 11.4 percent of households statewide could afford a median price house of $110,000 with a current conventional 13 percent mortgage rate.

The San Francisco Chamber of Commerce's Strategic Plan has also identified housing as one of the four most critical challenges for San Francisco's future vitality and growth. The Strategic Plan's Housing Task Force noted that: 1) San Francisco has added a relatively small net amount of housing to its stock over the last twenty years, and that which has been added is extremely expensive; 2) the demand for housing will increase in the face of limited supply, further inflating the price of both rental and single family housing; 3) the lack of affordable housing will force consumers to accept smaller, denser homes with fewer amenities; 4) lack of affordable housing is a major deterrent to the city's economic growth, which in turn affects the city's revenue base, the regional transportation network, and the overall quality of life for local residents.

Population Shifts

What some experts call "the affordability crisis" (the gap between incomes and home prices) has set powerful economic and social forces in motion that already are changing how people live and where new industries and cities are built. Young couples delaying the raising of children, the increasing number of working wives, the extended family and communal or unrelated individuals' living arrangements, and over-crowded housing conditions for lower income groups are illustrative of the effects of these forces. SRI International, in a study conducted for the California Department of Economics and Business Development, concluded that high housing costs not only affect the growth and expansion of industries, but also redirect growth away from blue collar and clerical occupations towards high income professional occupations -- a situation that effectively discriminates along social, ethnic, and income lines. This conclusion is substantiated by recent predictions by the UCLA Business Forecasting Project and the Association of Bay Area Governments (ABAG).

UCLA economist David Schulman predicts that as a result of inflated housing costs, during the next two decades there will be a fundamental population shift -- comparable only to the population shift of the Gold Rush days -- to inland communities such as Sacramento, Fresno, Modesto, and in Southern California, Riverside and Bakersfield. The Bay Area Association of Governments, a regional planning agency, predicts that through the year 2000 rapid population growth will occur in the eastern fringe of the Bay Area -- rural eastern Contra Costa County and areas surrounding the cities of Vacaville, Fairfield, and Antioch -- a corridor stretching from Gilroy through southern Alameda and Contra Costa Counties and east beyond Vacaville. ABAG assumes that because of lower land costs and a good road system a concentration of housing and jobs will result from an expansion or relocation of companies and industries to these areas.

Demographic Forecasts

The Association of Bay Area Governments recently forecast certain demographic trends through 2000 for San Francisco. The table below shows ABAG's projections for population, household formation, number of employed residents, and mean income per household.

TABLE 1-11

SAN FRANCISCO DEMOGRAPHIC FORECASTS

	1980	1985	1990	1995	2000
Population	678,974	699,000	694,000	690,000	693,000
Household Population	654,511	675,000	669,000	666,000	668,000
Households	298,956	304,000	310,400	319,400	328,400
Persons/Household	2.19	2.22	2.16	2.09	2.03
Employed Residents	345,700	356,500	368,300	385,600	403,700
Percent	50.9	51.0	53.1	55.9	58.3
Mean Personal Income/ Household	$31,345	$31,900	$33,000	$33,600	$34,000

Source: Association of Bay Area Governments, Projections '83: Forecasts for the San Francisco Bay Area.
1980 population data derived from 1980 U.S. Census.
Employment data were provided by the California Employment Development Department for March 1980. EDD data are adjusted by ABAG. Projection data derived by ABAG and are annual averages. Dollars are expressed in constant 1980 values.

B. SAN FRANCISCO'S EMPLOYMENT TRENDS

Labor Force Participation and Unemployment Rates

Another significant component of the District's environmental assessment was to analyze San Francisco's employment patterns and trends to determine what the District's future role should be in providing San Francisco residents the education and training needed to meet the demands of local business and industry. Some of the questions needing answers were: 1) How has the current recession affected San Francisco's labor force? 2) What are San Francisco's major industries today? 3) What are recent trends in the local job market? 4) What employment opportunities will be available through the 1980s and beyond?

Answers came from several excellent sources such as the 1980 Census; data and planning information compiled and analyzed by the San Francisco Chamber of Commerce for San Francisco's Strategic Plan*; the California Employment Development Department; the Center for Continuing Study of the California Economy; the Association of Bay Area Governments; and the California Department of Economic and Business Development.

1980 Census data provide the best picture of San Francisco's civilian labor force by sex, race, and ethnicity. Table 1-12, based upon data provided by the Employment Development Department, gives information about the employment status of selected population groups in the 1979 labor force -- the numbers in and outside the labor force, their participation rate, and their unemployment rate.

Although employment data since 1980 is available only in aggregate numbers, Table 1-12 reveals a great variation in participation rates and unemployment by race and ethnicity. It may therefore be useful as an indicator of probable trends.

The labor force participation rate is the percentage of the civilian working-age population (16 years of age and older) that is active in the labor force -- that is, employed, or without a job and seeking work.

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* San Francisco's Strategic Plan: Making a Great City Greater, (1983) represents the first comprehensive strategic plan for a major U.S. city. It is the product of a two-year, $600,000 study of issues affecting San Francisco's future. Sponsored by the San Francisco Chamber of Commerce with consulting assistance provided by Arthur Anderson Co., the plan was developed by a broad coalition of business, educational and community leaders, and public officials. The plan focuses on four key issues identified as having particular significance for San Francisco's future: housing, transportation, city finances, and job and business opportunities.

A lower participation rate for various groups can be attributed to many factors; however, since the onset of the current recession many people have withdrawn from the labor force or postponed entry into the job market as the number of available jobs for which they were qualified diminished. Workers who want jobs but are no longer searching because they feel they cannot find one are classified as being outside of the labor force and are referred to as "discouraged workers." Unfortunately, no local statistics are available for this group, but according to the national statistics compiled by the Bureau of Labor Statistics, the number of discouraged workers has increased dramatically, and the lower participation rates for certain San Francisco population groups noted in Table 1-12 may imply that San Francisco is following the national trend.

TABLE 1-12

CIVILIAN LABOR FORCE PARTICIPATION RATES AND UNEMPLOYMENT RATES FOR SELECTED WORKER GROUPS

(Based Upon 1980 Census)

Worker Groups Ages 16+	Total Civilian Labor Force	Total Not in Labor Force	Total Civilian Pop.	Partic. Rate (%)	Total Civilians Unemployed	Unemp. Rate (%)
All races:						
Both sexes	364,689	208.911	573,600	63.6	22.205	6.1
Males	199,891	81,619	281,510	71.0	13,632	6.8
Females	164,798	127,292	292,090	56.4	8,573	5.2
White:						
Males	129,500	49,270	178,770	72.4	8,143	6.3
Females	99,928	81,145	181,073	55.2	4,521	4.5
Black:						
Males	19,530	11,658	31,188	62.6	2,533	13.0
Females	17,623	15,899	33,522	52.6	1,776	10.1
Asian:						
Males	39,822	16,734	56,556	70.4	1,738	4.4
Females	38,479	23.435	61,914	62.1	1,567	4.1
Other:						
Males	11,039	3,957	14,996	73.6	1,218	11.0
Females	8,768	6,813	15,581	56.3	709	8.1
Hispanic:(a)						
Males	22,486	7,793	30,279	74.3	2,227	9.9
Females	18,723	14,776	33,499	55.9	1,271	6.8

(a) Hispanics are considered a cultural rather than a racial group; therefore the totals found in the Hispanic category are also included in the racial groups listed above -- mostly in "White" and "Other".

Source: San Francisco Employment Development Department - Employment Data and Research

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With the onset of the current recession in 1980 the unemployment rate for San Franciscans rose to 6.7 percent in 1981, to 8.4 percent in 1982, and 10.0 percent in the beginning of 1983. (See Table 1-13.) These are the highest unemployment rates since 1976, reflecting the substantial impact that the recession has had on the Bay Area's economy and paralleling the national unemployment rate of 10.8 percent in December, 1982, the highest figure the nation has had in over forty years.

TABLE 1-13

SAN FRANCISCO CIVILIAN LABOR FORCE
EMPLOYMENT AND UNEMPLOYMENT
(1980 - 1983)

	1980	1981	1982	1983 January	1983 May
Civilian Labor Force	348,100(a)	355,700	367,200	375,700	373,800
Employment	326,100	331,800	336,100	338,100	340,800
Unemployment	22,000	23,900	30,900	37,700	33,200
Unemployment Rate(b)	6.3	6.7	8.4	10.0	8.9

(a) Numbers are rounded to the nearest hundred, and represent the annual average for each year.

(b) The unemployment rate is computed from unrounded data; therefore, it may differ from rates calculated by using rounded data in this table, and may account for seeming discrepencies in the table.

Source: California Employment Development Department

According to the Employment Development Department, the unemployment rate for the San Francisco-Oakland/SMSA declined gradually during 1983 and averaged 8.2 percent for the year as a whole, reflecting a gradual upturn in the economy. In 1984 continued economic improvement should lower the annual average unemployment rate to 7.4 percent, still substantially higher than those years immediately preceding the recession.

Given the fact that San Francisco's unemployment rate is one of the highest in the Bay Area, it is ironic that the number of jobs in San Francisco is much larger than the resident labor force. According to a 1982 San Francisco Office of Economic Development report, during the last ten years the City acquired over 100,000 new jobs, 85,000 of which are held by non-residents, while potential San Francisco employees ages 18-64 increased by only 2,000. What then has kept San Francisco's unemployment so high in the midst of so many apparent job opportunities?

Many agencies and groups have recently addressed this question on a local, state, and national level. One of the conclusions reached by these groups involves the skills of our current labor force, an issue which has particular relevance for the District. A few selected observations from studies by these groups shed some light on this employment issue.

Labor Force Skills

1. According to the California Employment Development Department, there is a "mismatch between the job skills sought by local employers and those skills offered by the city's unemployed. Although the City has acquired over 100,000 new jobs in the last ten years, many of these positions have been increasingly specialized and have required advanced education or technical training, as well as on-the-job experience. . . Because of a variety of barriers, some minority groups have suffered higher unemployment than their white counterparts. The combination of an increasingly specialized and competitive job market, along with the higher proportion of minorities in the City's population, has kept San Francisco's unemployment rate high. . . ." (Employment Development Department, *Annual Planning Information: San Francisco City and County, 1982-83*, 1982.)

2. The San Francisco Strategic Plan's Jobs and Business Opportunities Task Force reached the following conclusions about San Francisco's business opportunities and labor force:

   > "The skills a worker needs to compete successfully in current and future job markets are changing rapidly. Computerization and movement toward a service-oriented economy are the driving forces behind changes in job skills. . . . San Francisco's human resources must be developed to enable individuals to cope with quick changes in job requirements throughout their careers. . . .
   >
   > "San Francisco's service economy is requiring more specialized skills. Many businesses are finding themselves forced to provide basic skills and motivational training for new employees. The business community will need to work closely with education and training programs to ensure that they (i.e. new employees) more closely match employers' future needs." (Richard Morton, "San Francisco's Strategic Plan," *San Francisco Business*, November, 1982.)

3. A February 1983 report of the Education Committee of the San Francisco Chamber of Commerce entitled "San Francisco Business and Education: Working Together" identified several trends and issues after extensive interviews with business, school, and public sector individuals. Among these issues and concerns were the following:

   - Substantial numbers of individuals entering the job market lack sufficient skills and appropriate work attitudes to succeed in business and industry;

   - Ongoing mechanisms to foster a productive, collaborative relationship between business and the schools could be strengthened by a planning and implementation process that spans the worlds of learning and working.

   Specific concerns of the Education Committee included the following:

   - The need for a stronger basic skills program starting in the elementary grades and continuing through high school;

   - The need for training programs that bridge the gap between school and work;

   - The need for coordinated programs between high schools, community colleges, and community-based training organizations relating to skill development and securing jobs.

4. In studying the Bay Area's trends in the employment and labor supply, a jobs and training study team from the San Francisco Bay Area Business Leadership Task Force and the Bay Area Council reached the following conclusions:

   - Economic growth patterns and structural changes in the Bay Area economy indicate that future jobs in the Bay Area are likely to be more technical and require higher levels of skill;

   - However, slow population growth and limited immigration to the Bay Area indicate that new jobs will have to be filled largely by the current work force and new graduates of the local education system. This situation creates new training needs, particularly for upgrading;

   - Current training, while extensive, is not very effectively oriented to emerging job demands or responsive to changing employer needs to the region.

5. ". . . in California, our billion-dollar efforts to prepare people to enter the work force or to obtain the new skills needed in a quickly changing job market are often ineffective. People completing an employment preparation program with high hopes of finding work too often find themselves inadequately trained, or trained in skills for which there is no demand; they remain jobless and unemployable. Employers, in turn, cannot find the skilled employees they need." (California Legislature. Assembly Office of Research, Training Tomorrow's Workers, 1983.)

6. "Basic structural changes are underway in the American economy that can be addressed, in part or in whole, only by having a better trained and more productive work force. The most pivotal of these structural changes requiring explicit attention in the design of employment and training policies are the continuing shift of the American economy from a manufacturing to a non-manufacturing base; the growing importance of trade and investment to our economy; the decline of American productivity; and the quickening pace of economic change."

   "As the American economy becomes even more complex, there will be a corresponding increase in the minimal skill requirements for workers. Therefore, those with educational deficiencies and minimal skills increasingly will be unable to participate in the work force until their basic literacy and functional abilities are improved. . . . Today, one in five American adults (20 percent) is functionally illiterate -- unable to read job notices, fill out job applications, make changes correctly, shop, locate needed services, or understand even basic concepts pertinent to their lives such as insurance and banking." (Pat Choate, Retooling the American Work Force, 1982.)

The recurrent themes in the studies cited above are that there is a current or potential mismatch in the skills possessed by our resident labor force and that there is a need for more effective entry-level training and upgrading if the labor force is to meet employers' changing needs and be prepared for jobs of the future.

To place these concerns in perspective, we need a clearer picture of the occupations in which San Franciscans are currently employed. Based upon 1980 Census data, the Employment Development Department recently released a report classifying San Francisco occupations and the civilian work force by race and ethnicity employed in each occupational category. Table 1-14 on the following page summarizes this data.

TABLE 1-14

SAN FRANCISCO CIVILIAN LABOR FORCE
By Race/Ethnicity Within Occupation

		Percent of Total Civilian Labor Force*						
Occupations	Total Number	White not Hisp.	Black not Hisp.	Hisp. all Races	Asian not Hisp.	AmInd not Hisp.	Other not Hisp.	Total Minority
Total, All Occupations Including Unemployed	364,689	57.3	10.0	11.3	20.7	.4	.3	42.7
Managers, Executives, All Professionals	101,353	73.8	5.7	5.6	14.3	.3	.3	26.2
Technical, Sales, Administrative Support	136,536	59.0	9.2	9.8	21.3	.3	.3	40.9
a. Technical and Related Support	12,382	61.3	9.1	6.9	21.8	.4	.4	38.7
b. Sales - Retail & Representatives	36,404	68.1	5.9	7.4	17.8	.3	.3	31.9
c. Administrative Support	87,750	54.9	10.6	11.2	22.6	.3	.3	45.0
Service	58,690	40.3	14.6	17.0	27.2	.4	.4	59.7
a. Private Household	3,454	30.6	17.1	31.1	20.4	.2	.5	69.4
b. Protective Service - Police, Firefighters	5,374	57.2	18.7	9.7	13.5	.3	.6	42.8
c. Other Services - Health, Food Prep.	49,863	39.1	14.0	16.8	29.1	.4	.4	60.8
Farming, Forestry, Fishing	2,228	53.7	13.2	16.8	14.2	1.0	1.1	46.3
Precision Production, Craft and Repair	26,403	54.0	10.2	15.0	20.1	.4	.3	46.0
Operators, Fabricators, Laborers	36,904	36.8	15.6	19.7	27.1	.5	.1	63.2
Unemployed, No Civilian Work Experience Since '75	2,575	34.7	27.4	19.0	16.7	1.0	1.0	65.2

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* Percentages are rounded to the nearest tenth.

Source: California Employment Development Department (Based upon 1980 Census)

"Collar" Classification

Table 1-14 reveals that more than one fourth of San Francisco's labor force is employed in managerial or professional occupations, the traditional white collar occupations, and over a third in technical sales and administrative support categories, most of which are also traditionally white collar occupations. The traditional "blue collar" occupations represent less than a third of the civilian labor force. It is also interesting to note the racial/ethnic variations in the occupational grouping when one considers San Francisco's changing demographics.

While these traditional occupational groupings provide an illuminating profile of San Francisco's labor force, the Mayor's Economic Development Council has recommended that a new look be taken at the traditional classification of occupational groupings, given the changing demographics, economic structure, and technology of San Francisco.

In its analysis of San Francisco based occupations, the Mayor's Economic Development Council defined occupational groups as follows:

1. White Collar -- Professional, technical and kindred workers, managers and administrators.

   (This redefinition has excluded clerical and sales occupations because more specialization and the information explosion have created a greater disparity in skill and/or education requirements between professional, technical, and managerial jobs, and clerical and sales jobs.)

   Occupations in this category provide services that involve more sophisticated business transactions, analysis, research, or decision-making. Included are managerial and artistic functions, government, education, and brokerage of all kinds of goods and services.

   These occupations require more intellectual training (individuals have to be trained and competent in a much broader area than the narrow one in which their knowledge is applied), responsibility, and ability to communicate (the essential raw material is information), and generally provide the highest wages.

   From 1970 to 1980 occupations in this occupational group -- banking, insurance/real estate, business services, health services, wholesaling, and construction (managerial) -- declined slightly as a percent of the total work force from 28.1 percent in 1970 to 26.9 percent in 1980, but during the same period has shown a steady rate of growth -- up 15.7 percent or by 21,553 jobs.

2. Blue Collar -- Craftsmen and kindred workers, operatives, and laborers.

(This definition remains the same as the Bureau of Labor Statistics definition. Service workers are excluded because, in most cases, the type of work, wage rates, and degree of unionization are seen as substantially different.)

Occupations in this category are mostly manufacturing. They are characterized by being highly unionized, having generally high wages, a high percentage of male workers, and providing little or no career path. Generally they employ fewer local residents. The major occupations in this category are construction, food and kindred categories, apparel/textile, printing, transportation, equipment, auto repair, and wholesaling.

Blue collar occupations have experienced a steady decline in San Francisco as well as in other urban areas for at least the past thirty years. Blue collar workers, as a percent of total employment within the City, decreased from 23.7% in 1970 to 17.3% in 1980, representing a 12 percent rate of decline or 13,953 jobs. Blue collar businesses have steadily left San Francisco because they are no longer dependent upon a central city location and because high rents, inability to expand, the need for increased space requirements, and congested transportation have forced them to seek more amenable sites.

3. New Collar -- Sales (retail) workers, clerical and kindred workers such as computer programmers and operators, service workers such as hotel employees.

The Mayor's Economic Development Council coined this new designation to define those occupations which do not seem to correspond to either the traditional white or blue collar categories, but occupy an independent category that more accurately reflects San Francisco's particular occupational profile. Where blue collar jobs are usually concerned with the production or processing of goods, and white collar jobs are principally technical or decision-making in character, "new collar" occupations are primarily engaged in connecting people or businesses to goods and services. These occupations service or support white collar and blue collar businesses and consumers. New collar occupations tend to be people-intensive rather than plant-intensive and have different education and skill requirements than those of blue and white collar occupations.

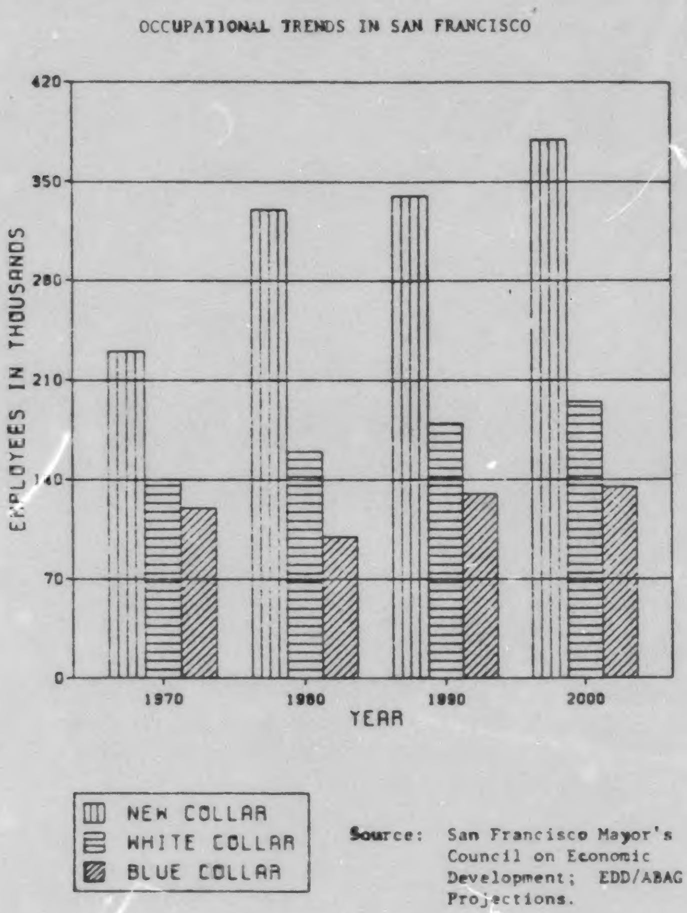
These new collar occupations are generally characterized by the following:

- a high proportion of entry-level jobs,
- a high proportion of jobs with a career path,
- a higher percentage of women, especially in sales and clerical occupations,
- a higher percentage of minorities and residents,
- generally has the lowest wages and less unionization.

The major businesses in which these occupations are represented are: general sales, eating and drinking, banking, insurance/real estate, hotels, and business services.

The new collar category's share of the total work force grew from 48.2 percent to 55.8 percent between 1970 and 1980, adding up to 92,303 new jobs. New collar occupations employ the largest number of workers in San Francisco and are the fastest growing occupational group.

CHART 1-6



Source: San Francisco Mayor's Council on Economic Development; EDD/ABAG Projections.

C. SAN FRANCISCO'S MAJOR INDUSTRIES

These profiles of San Francisco's labor force provide only a partial picture of San Francisco's occupations. To obtain a more complete picture it is necessary to look at the City's major industries and identify those industries which are of the greatest importance to its future growth and which have the greatest potential for supplying jobs for residents in the future.

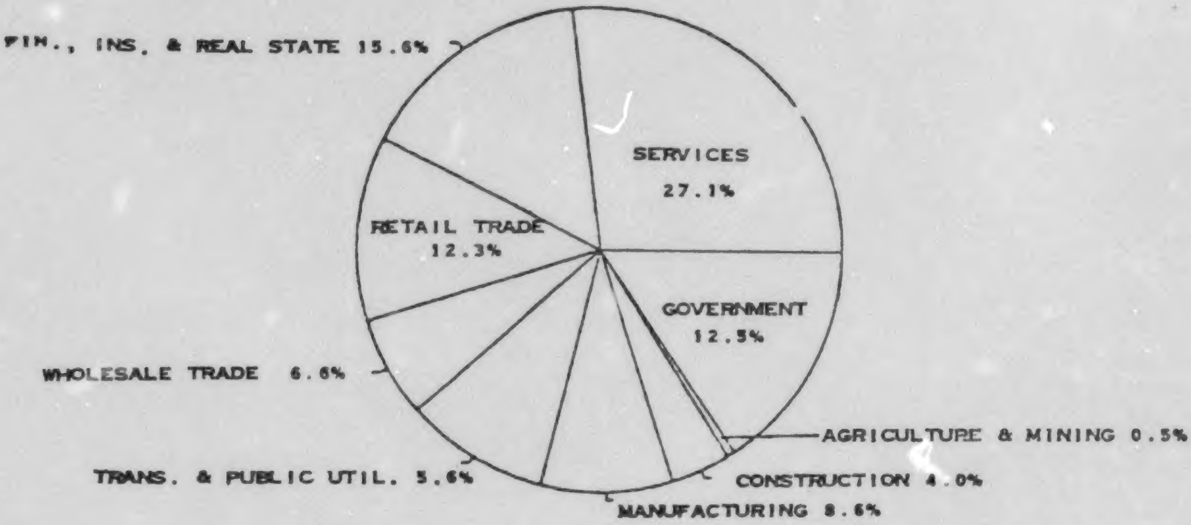
Present Industries

San Francisco is a major business and financial center -- its financial district has been dubbed "Wall Street West." It is not only a regional headquarters and administrative center for many financial, transportation, manufacturing, and government establishments, but also the Western center for retail and wholesale merchandise trades.

San Francisco also has the economic advantage of having a higher percentage of recession-resistant industries than the State as a whole. For example, in 1981 the services industry group accounted for 27.1 percent of total wage and salary employment in San Francisco, compared with 22.5 percent for the State. Similarly, finance, insurance, and real estate accounted for 15.6 percent of employment in San Francisco, compared with 6.4 percent for the State. In 1981, out of every 10 new jobs in San Francisco, 7 were in these two groups. Chart 1-7 on the following page shows San Francisco's job distribution by industry sector in 1981.

CHART 1-7

SAN FRANCISCO WAGE AND SALARY EMPLOYMENT
1981 Annual Averages



Source: Employment Development Department, Annual Planning Information.

In the fifteen years from 1964 through 1979 there were major shifts in employment patterns among industries as San Francisco's economy underwent rapid change. In 1964, manufacturing was the second largest employer. By 1979, it was the fifth largest employer. Employment in services was first in 1964 and remained first in 1979, and was closely followed by the finance (including finance, insurance, and real estate), transportation, and utilities sectors. Government -- including City and County of San Francisco, State, and Federal -- was the City's second largest employer in 1980; however, it dropped to third behind services and finance because of job losses incurred as a result of Proposition 13 and continued state and federal budget reductions. Even though an overall decline of government employment may continue, the City will continue to serve as regional and administrative headquarters for many governmental agencies.

An analysis of each of these sectors shows that there have been significant changes. There were declines in manufacturing and wholesale trade employment because of the current recession and the relocation of many firms to more affordable locales. On the other hand, there were major gains in services, finance, transportation, and utilities sectors, and only a slight gain in retail.

The retail merchandising industry has shown an average annual employment increase of 4.7 percent since 1975. However, between 1975 and 1980, San Francisco lost about 1 percent of its retail sales in constant dollars. Although some major retailers have moved to San Francisco in the recent past, San Francisco's retail sales have shown no real growth mainly because San Francisco has lost its position as the major shopping center of the region. In 1964, San Francisco merchants employed 27 percent of the retail employees in the region. By 1979, this proportion had dropped to 17 percent. Although exact data are not available, the current recession has resulted in an even greater loss in retail employment.

Wholesale trade jobs increased 3.2 percent during 1980 in such areas as electrical, computer, and office equipment, paper products, grocery, liquor and wine distributors, and furniture.

Manufacturing and mining are relatively small parts of the economy. There is limited heavy industry in San Francisco, and the manufacture of both durable and nondurable goods have experienced only modest gains in employment. The apparel industry remains the City's largest manufacturing-employment industry, even though it also has been negatively affected by the recession. In 1980 employment in the ship repair industry increased by 600 jobs; however, employment in this industry fluctuates constantly, depending upon the number of contracts and the number of commercial ships in port for repairs. The publishing and printing industry has shown a yearly growth, and will probably increase as the City's commercial and business activities increase.

San Francisco's "mining industry" consists of administrative headquarters for several major oil and natural gas companies. Services provided by these companies include engineering, managerial, and financial support for Alaskan and Western oil and natural gas explorations. Employment in the "mining" of oil and natural gas has increased from 900 to 1900 jobs since 1978. (The relocation of a major oil company's headquarters to San Francisco should result in additional growth.) Also, with the consolidation of Shaklee Corporation headquarters in San Francisco, the chemical industry should be expected to show future growth.

Despite the shifts in employment patterns discussed above, the San Francisco Chamber of Commerce concluded in its Strategic Plan that with the current employment mix, San Francisco is in an economically stable position. Its economy is relatively strong in the areas of finance, insurance, real estate, transportation, communications, public utilities, services, and wholesale trade. Furthermore, because the national economy is growing primarily in those areas where San Francisco already has strength, San Francisco's prospects for the future look promising.

Industries of the Future

In analyzing San Francisco's job and industry trends for the San Francisco Chamber of Commerce's Strategic Plan, the Job and Business Opportunities Task Force identified several industries which are of the greatest importance to the City's future, using three primary criteria:

- The projected growth of the industry in the United States.
- San Francisco's competitive advantage, where the rate of growth exceeds the national average.
- The concentration of "new collar" jobs, creating opportunities for entry-level positions to match the demographics of the resident labor force.

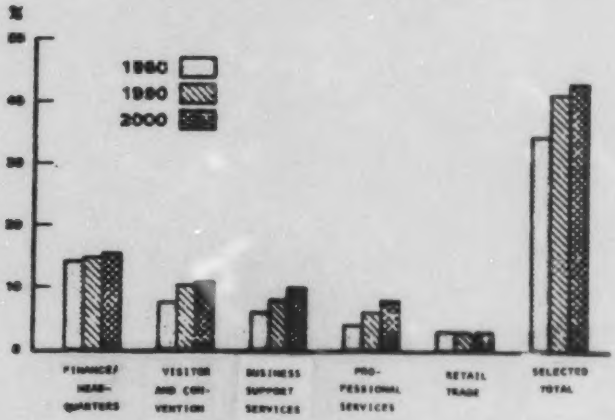
Using these criteria, the task force identified the following as the future key industries in San Francisco:

- Finance and Headquarters
- Business support services
- Retail trade
- Visitor and Convention related services
- Professional services

Altogether, these industries represented 35 percent of San Francisco's employment in 1979 and are expected to account for 45 percent by the year 2000. (See Chart 1-8.) More importantly, these five groups represent 70-80 percent of all new jobs that will be created between now and 2000. In analyzing these future growth trends, the task force concluded that the growth of employment in each sector would be dependent upon the growth of each of the other sectors.

CHART 1-8

SELECTED INDUSTRIES
PERCENTAGE OF SAN FRANCISCO EMPLOYMENT



Source: San Francisco's Strategic Plan, p. 16.

Finance and Headquarters

This industry group includes banking, securities, savings and loan associations, and commodities firms and other large corporate headquarters/operations.

In 1975, 83,000 people were employed in these San Francisco industries; in 1980, 85,000 people; and forecasts indicate that figure will grow to 96,000 in 1990 and 112,000 by 2000. In fact, while San Francisco saw a slight increase in new businesses between 1965 and 1979, growth in local employment was largely a result of expansion by large financial, transportation, and utilities companies already located here.

Whether or not the forecasts for continued growth in Finance and Headquarters will be realized is dependent upon several factors. The major external factor affecting this industry's growth is the health of the U.S. economy. The key attractions for employers are the regional transportation network, the City's fiscal strength, the cultural and recreational opportunities available in San Francisco, and the City's geographic position to attract international business, especially Pacific Rim nations. The major deterrents to growth and expansion include the high cost of office space, high housing costs, high local taxes, and the uncertainty of San Francisco's political climate with respect to business and employment growth. For these reasons, the trend for large corporations to expand or relocate outside of San Francisco may continue.

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Business Support Services

San Francisco's largest employer is the "services group of industries", with business services accounting for an 8.5 percent average annual increase since 1972. Business services include such diverse activities as building and janitorial services, security, advertising agencies, computer and data processing, business management, personnel agencies, credit reporting, and office machine repair, printing, messenger, and public relations services, caterering, accounting, travel, and consultant agencies. Most of these business support services are small businesses which provide essential services for the approximately 200 large businesses and corporations, as well as for the many small companies, in the City.

Defining a small business is elusive, but if personnel is the deciding factor, and 100 employees the cut-off, the U.S. Census Bureau reports that there are 24,196 such "small" businesses in San Francisco. However, this figure does not include the self-employed (a category many consultants fall into), nor is there any way to determine how many of these small businesses cater to San Francisco's large corporations. Nevertheless, there is a symbiotic relationship between the two, and the growth of business support services has been and will continue to be highly dependent upon the growth in finance and headquarters activity.

According to a recent report of the Association of Bay Area Governments (ABAG), in 1979 San Francisco's small service business sector employed 55,900 people. ABAG predicts that the total will reach 87,000 in 1990 and 105,500 by 2000, and this growth will be directly tied to the increasing demands of corporate giants such as Standard Oil, Bank of America, Fireman's Fund, and Transamerica. This projected increase in small businesses locally corresponds to an important national trend in entrepreneurship. While many of the services provided by these small businesses could be provided in-house, large corporations contract-out for certain services for the following reasons:

- Federal government regulations require that corporations which have government contracts spend a specified proportion of the contract with small businesses;
- Smaller firms have greater flexibility and more personalized service;
- Smaller firms can be more cost effective;
- The quality of service is good.

However, the continued growth of small businesses in San Francisco is also dependent upon their ability to find affordable rental space and upon reversing the trend of large corporations relocating in the suburbs.

Other components of the services industry include legal services, health and medical services, social services and membership organizations. These services are also expected to sustain their previous growth patterns.

Retail Trade

This group includes the major retailers, specialty shops, home furnishings, and general sales.

Although retail growth in San Francisco has been relatively slow, the Job and Business Opportunities Task Force included it in its analysis because its "new collar" employment exceeds 65 percent.

Despite the impact that the current recession has had on retail businesses both nationally and locally, San Francisco is one of the few major cities that has maintained a relatively strong central retail district and has increasingly strong neighborhood commercial areas. Factors supporting retail trade here include an above average regional transportation network bringing shoppers from all over the Bay Area to downtown San Francisco, a wide variety of retail stores, considerable sales generated from tourism, and the vitality of the nearby financial district.

However, there are obstacles that will continue to impede significant retail growth. These include labor costs, higher than in neighboring areas, accelerating costs of retail space, a perceived high crime rate in San Francisco, and inadequate and expensive parking. Furthermore, to offset labor and retail costs, San Francisco stores tend to be more expensive or less profitable than stores in surrounding areas.

Visitor and Convention Industry

This economic sector, which is part of the "services group of industries", includes hotels, eating and drinking establishments, and entertainment services. Unlike other more recession-resistant services industries, this sector is more susceptible to swings in the national and international economy. In recessionary times such as these, companies reduce travel and expenses, individuals reduce pleasure trips as disposable income decreases, and international travel is markedly affected by currency fluctuations and the increased cost of air travel due to the airline industry's deregulation and increased fuel costs.

San Francisco's tourism has been affected by all of these factors. In 1980, one of San Francisco's best tourism years, there were more than 2.7 million visitors. In 1981 the number of tourists dropped to 2.6 million, and in 1982 to 2.4 million. The Convention Center and Visitors Bureau estimates that there was a 5 or 6 percent increase in visitors during 1983, but not enough to offset the 8 percent drop in 1982. Hotel occupancy rates ranged from 70 to 80 percent in 1983, in contrast to the average 80 to 85 percent rate of a few years ago.

The visitor and convention industry employs a large number of San Francisco residents and has a large percentage of "new collar" jobs. If the City could realize its potential, the San Francisco Strategic Plan estimates that the 45,000 people employed by the industry in 1979 could increase to 70,000 by the year 2000.

San Francisco's attractiveness to conventions and visitors is enhanced by its retail and restaurant facilities, the recently completed Moscone Convention Center, the prospect of additional hotel facilities, and the many cultural activities available in the City and the surrounding region. However, there are also significant barriers to expanded convention-related employment. Hotel room rates and taxes are higher than other West Coast locations such as Los Angeles, Las Vegas, Anaheim, and Honolulu -- with which San Francisco must compete as a convention site. Furthermore, the Moscone Center already lacks the meeting and exhibit space required to attract many large convention groups. While the 1984 employment picture looks rosy for the industry because of the Democratic National Convention and major league baseball's All-Star game here and the summer Olympic games in Los Angeles, the long term future of the industry and its ability to provide much needed employment for local residents will depend upon how well San Francisco maintains its competitive edge.

Professional Services

The professional services industries such as medicine, law, engineering, and education have the highest growth potential in the nation and in the Bay Area because the need for professional services will increase as the service economy becomes more specialized.

If it maintains a strong, growing economy, the San Francisco-Bay Area will continue to attract professionals because of the cultural, recreational, and educational amenities that professionals also seek. However, as with the other key industries, high housing costs may be one of the critical factors that could impede growth of the professionals in San Francisco. Recent ABAG demographic and economic forecasts and studies conducted by the California Real Estate Association, and several economists and social scientists all suggest that the shortage of affordable housing in San Francisco and surrounding counties may well result in an employment and population shift inland to the eastern fringe of the Bay Area and to the Sacramento and San Joaquin valleys.

Employment and Industry Forecasts

In a 1984 environmental impact study focusing on future development in the City's downtown area, the San Francisco Planning Department forecasts that downtown employment could grow by 91,000 jobs by the end of the century. Table 1-15 shows this job growth for specific occupations. The greater percentage of new jobs are projected to be in the professional, managerial, and clerical categories while job opportunities for blue-collar workers, with the exception of construction workers, will continue to decrease. The study also provides current and projected salary brackets for these occupations.

TABLE 1-15

DOWNTOWN SAN FRANCISCO EMPLOYMENT
Changes By the Year 2000

Increase in Job Opportunities:

Occupation	# Jobs 1984	# Jobs 2000	% Increase 1984-1990	% Increase 1990-2000
Professional/Technical	62,000	97,510	18.8	17.7
Managerial/Administrative	54,510	73,320	15.4	16.6
Clerical	82,490	109,370	15.1	15.2
Sales	19,000	22,980	9.2	10.8
Service	27,760	35,130	11.8	13.2
Crafts, Operative/Other	27,380	33,810	9.9	12.3
Total	280,860	372,120	14.8	15.4

Salaries for New Job Opportunities - Workers Per Earning Bracket:

Salaries (In Constant 1982 Dollars)				
Less than $12,000	31,720	40,170	12.8	12.2
$12,000-24,999	55,260	68,830	11.4	11.9
$25,000-49,999	72,800	100,400	17.1	17.7
$50,000-74,999	15,060	22,300	21.3	22.1
$75,000 and up	11,000	14,420	13.1	15.9
Total	280,860	372,120	14.8	15.4

Source: San Francisco Chronicle; March 17, 1984, page 1.

The report also forecasts an increase in pressure on the City's housing, as a result of a projected increase of 30,000 new residents who will be among the expected increase in employees working in the downtown area.

The Association of Bay Area Governments has also prepared projections for San Francisco business and industries through the year 2000. According to these projections shown in Table 1-16, the greatest increases in jobs will occur in construction, government and services, and the finance, insurance, and real estate sectors.

TABLE 1-16

SAN FRANCISCO EMPLOYMENT PROJECTIONS
FOR BUSINESSES AND INDUSTRIES

	1980	1985	1990	1995	2000
Agriculture, Mining	3,266	2,900	3,100	3,300	3,500
Construction	24,026	32,900	34,400	37,600	46,400
Manufacturing	48,668	52,500	54,600	55,900	55,800
Transportation, Communications, Utilities	65,958	67,400	69,900	70,300	71,200
Wholesale, Retail	91,551	84,500	91,800	92,700	96,000
Finance, Insurance, Real Estate	93,486	99,000	106,500	114,600	123,000
Services, Government	233,747	244,000	249,000	263,000	268,600
Total	560,700	583,200	609,300	637,400	664,800

Source: Association of Bay Area Government (ABAG)
1980 population data derived from the April 1, 1980 U.S. Census. Employment data were provided by the California Employment Development Department (EDD) for March 1980. EDD data is adjusted by ABAG. Projections data derived by ABAG and are annual averages.

Summary of Occupations – Highlights

- San Francisco has experienced significant changes in its occupational and industrial mix and the composition of its population.

- The number of blue collar workers will continue to decline, and white collar and new collar jobs will dominate the City's occupational mix in future years.

- The skills of the current resident labor force do not match the present or future needs of employers. Therefore, unemployment remains high, especially among some ethnic/minority groups, while skilled jobs go begging and two out of three employees in the financial district live outside of San Francisco.

- San Francisco's key industries for the future -- finance and headquarters, business support service, retail, visitor and convention activity, and professional services -- will account for about 75 percent of all new jobs created from now to the end of the century, if San Francisco can capitalize upon its internal strengths and diminish its weaknesses.

- The Association of Bay Area Governments' employment projections for 1980 - 2000 indicate that San Francisco's declining industries will stabilize. Over the twenty year forecast period, the City is expected to have a net increase of 100,000 jobs, with most of the growth occurring in the Finance and Headquarters and Business Services Sectors.

II. SAN FRANCISCO COMMUNITY COLLEGE DISTRICT PROFILE

In many respects, the San Francisco Community College District is a microcosm of the City and County of San Francisco. The following summary of District enrollment patterns and profile of District students, staff, and programs reflects many of the demographic changes and trends discussed in Section I of this chapter. The student information provided here, a part of a sizable collection of data available to District staff in resource documents and reports, focuses on issues and characteristics which should have significant planning implications for the District.

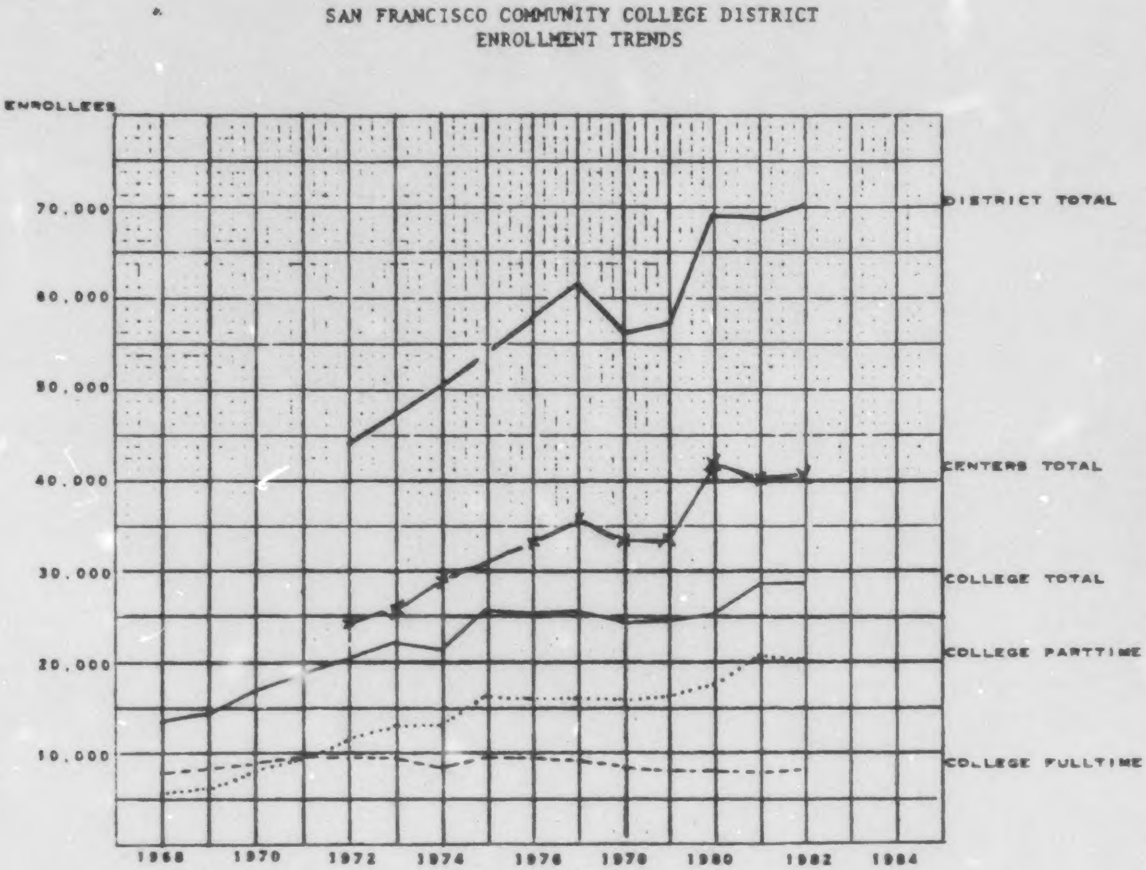
A. SAN FRANCISCO COMMUNITY COLLEGE DISTRICT ENROLLMENT PATTERNS

Enrollment/ADA Trends

Although Census data shows a 5.1 percent decline in San Francisco population from 1970 to 1980, the San Francisco Community College District's enrollment increased almost 58 percent during the decade. Approximately one of every eight San Franciscans 17 years of age and older, compared to one in seventeen a decade earlier, attends District classes. In Fall, 1982, the District enrollment totaled 70,160 students.

Chart 1-9 on the following page shows the Fall enrollment for the District since 1972. Enrollment in the Community College Centers Division has increased by 73 percent in the past ten years, growing from 24,144 students in 1972 to 41,755 in 1982. During the past three years the enrollment has leveled off, probably due more to curtailment in class offerings rather than a decrease in demand for classes. The Community College Centers' enrollment increase occurred at a faster rate than at City College, where enrollment increased by approximately 40% during the same ten year period. However, what is significant about the enrollment patterns at City College is the dramatic increase in part-time students. In 1968 there were more full-time students than part-time students; in 1971 the number of full-time and part-time students was almost equal. However, by 1982, full-time students represented only 29 percent of the entire City College student body.

CHART 1-9



Source: SFCCD Office of Research

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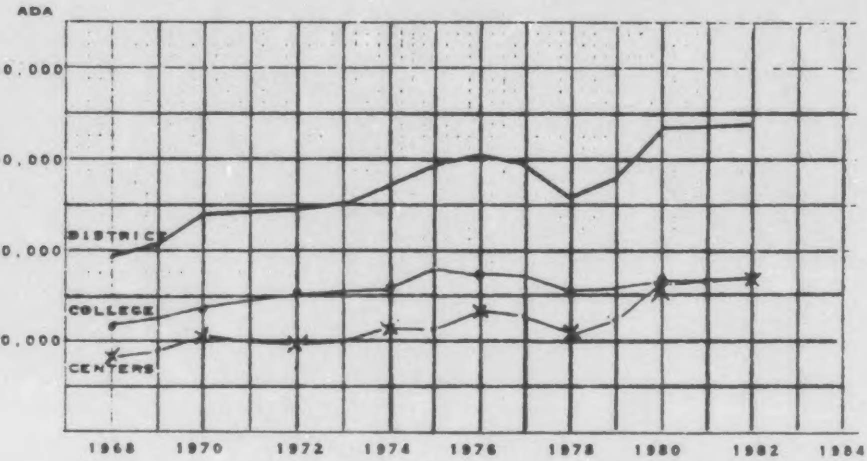
However, enrollment only tells part of the story. ADA or average daily attendance hours reflect the number of hours each student spends in classes; thus a full-time student will generate more ADA than a part-time student.

Whereas District-wide enrollment increased by some 26,000 students or 58 percent in the last ten years, ADA increased from 24,800 units to 33,800 or only 36 percent in the comparable period. Chart 1-10 shows the annual ADA generated since 1968.

CHART 1-10

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT
ADA TRENDS



Source: SFCCD Office of Research

Although ADA at both City College and Centers has increased, the Centers ADA has grown at a more rapid rate, and for the past three years the Centers and City College have generated almost equal ADA. This change in relative position reflects the increasing part-time nature of City College students and the increasing numbers of ESL (English as a Second Language) students at the Centers. ESL programs in the Centers Division are generally more intensive than other Centers' courses; therefore, ESL students have a greater relative effect on attendance hour computations.

Enrollment Projections

The California Department of Finance has provided the District with enrollment and weekly student contact hour projections through 1992. These projections were developed by applying projected participation rates for the District to the Department of Finance's baseline population projections for San Francisco, discussed in Section I. The Department's projection for non-credit courses includes only enrollment and contact hours generated in courses designated eligible for State support.

Briefly, the Department projects a steady, overall enrollment decline for the District. From its 1982 Fall day enrollment of 15,981, City College day enrollment is projected to decline by 23.3 percent by 1992. The Fall 1982 Evening Division enrollment of 12,424 is projected to decline by 8.3 percent during the ten year period. The Centers non-credit enrollment of 41,755 is projected to decline by 9.8 percent, for an overall District enrollment decline of 12.6 percent.

The Department of Finance projects similar declines in weekly student contact hours, a projection which should be viewed with some caution since it assumes that students will continue to take the same study load that they have historically taken. However, it is difficult to use historical trends to project future enrollment patterns since a myriad number of factors could come into play -- District budgetary constraints which would limit courses offered, the imposition of tuition by the State, and continuing changes in student educational objectives.

The Department of Finance has also projected some statewide trends in community college enrollment. The projections which should be of particular interest to the District are: (1) Full-time day credit enrollment as a proportion of total credit enrollment is projected to decrease from 41.7 percent in 1982 to 38.9 percent in 1992; (2) Total evening credit enrollment is projected to increase by about 6.8 percent over the next ten years, to become a slightly larger proportion of total credit enrollment -- from 40 percent of credit enrollment in 1982 to 42 percent in 1992; (3) The percentage of female students is projected to remain about constant at 55 percent; and (4) The percentage of students 30 years of age and over is projected to increase from 38 percent of total enrollment in 1982 to 42 percent in 1992. Statewide projections for non-credit enrollments are not currently available.

B. SAN FRANCISCO COMMUNITY COLLEGE DISTRICT STUDENT CHARACTERISTICS

Student Information Questionnaire

Although some demographic information about City College students was available prior to 1972 from City College enrollment data, comparable data was not available for Centers students. After the District Research Office was established in 1972, it was determined that a regular comprehensive study of student characteristics would be extremely helpful in planning educational programs and student services. Therefore, the Student Information Questionnaire (S.I.Q.) was initiated for the Centers Division, a study which has been continued on a biennial basis. In 1976, City College adopted a modified version of this student survey, which it also administers biennially. Student responses to the S.I.Q. have afforded the District an opportunity to obtain not only a District student profile as well as determine specific trends for each Division but also to obtain a profile of differing sub-groups of students such as students with the same educational objectives.

The following is a summary of the highlights of the 1982 S.I.Q. administered to 44,500 students at City College and the Centers. Some 26,500 Centers students responded to the questionnaire as well as 11,455 City College day students and 6,551 evening students. Since there are distinct differences in student characteristics between City College day and evening students, as well as between City College and Centers students, the response patterns for these three groups of students are discussed separately. A complete summary of S.I.Q. information for the past ten years with accompanying graphs is available in separate resource documents.

Ethnicity

Some 68 percent of District students are members of an ethnic minority, a significantly higher proportion than the 48 percent minority population in San Francisco. The ethnic composition of students varies considerably among the educational programs. ESL classes, for example, serve mainly Asian and Hispanic students, which in some degree explains the difference in ethnic enrollment between City College and the Centers, the latter of which offers a much larger number of ESL classes.

As Table 1-17 indicates, both City College and the Centers have a larger proportion of Chinese enrolled than the population of Chinese in the general population of San Francisco, while Blacks are somewhat underrepresented in the Centers Division. The number of Southeast Asian students has increased significantly during the last six years at both City

College and the Centers, from 1.3 percent and 2.6 percent respectively in 1976 to 3 percent and 10 percent in 1982. White student population at City College has declined 6.6 percentage points from 45 percent in 1976 and 10.5 percentage points from 37 percent in the Centers during the same period. In fact, when compared to San Francisco's general population, White students have become the most underrepresented group at the College and the Centers in the past decade.

TABLE 1-17

1982 SFCCD STUDENTS AND SAN FRANCISCO POPULATION 1980
Percent Distribution By Ethnicity

	Centers	College	District	San Francisco
White	27	38	32	52
Black	9	13	10	12
Hispanic	16	8	13	12
Chinese	29	21	26	12
Southeast Asian	10	3	7	3
Filipino	4	8	6	5
Other	5	9	6	4
Total	100	100	100	100

Source: SFCCD SIQ and 1980 Census

Citizenship

Native born citizens make up 47 percent of the District student population: 36 percent at the Centers and 64 percent at City College. Students who are naturalized citizens comprise another 12 percent and permanent residents total 30 percent district-wide. Those on refugee visas, mostly Southeast Asians, equal another 9 percent. Over half the Centers' students, 50.5 percent, are permanent residents or have refugee visas compared to 21.6 percent at City College, again a reflection of the Centers' large ESL programs.

Sex

District-wide, 54 percent of the student body was female, compared to 46 percent male. Women outnumbered men in both the City College Evening Division and the Centers Division (53 percent and 56 percent respectively) while City College Day enrollment was almost equally divided between male and female students, a slight reversal from 1980 when female students outnumbered male students 51.1 percent to 48.9 percent. When compared to the 1980 Census which shows a 50-50 split in the San Francisco population between men and women, the percentages for the District indicate the continuing importance of the community college to women.

Age

The median age of the Centers' students is 34, and the median age of City College Evening Division students is 30. However, City College day students, with a median age of 22, are considerably younger than either the Centers' students or the College's evening students. Of the College's day students, 44 percent are twenty or younger. (Less than a decade ago, this age group, representing the recent high school graduates, comprised a majority of City College's day students.) Approximately 23 percent of City College day students are 21-24 years old, another 24 percent are 25-34 years old, with only 10 percent 35 and older. On the other hand, 80 percent of City College evening students are 21-44 years of age, the prime career development years. The Community College Centers' students are more evenly distributed among all age groups, though 55 percent are between 21 and 44 years old.

Overall, students in their prime career development years account for 60 percent of all District students. Within San Francisco's general population this age group represents 51 percent of the City's total population or 286,604 people. Therefore, the 42,934 District students in this age bracket represent a larger proportion of District enrollment than within the general population.

Educational Attainment

One in five District students already has a community college degree or higher, ranging from 14 percent of City College day students and 17 percent of the Centers' students to 39 percent of City College evening students. The number of students holding a bachelor's degree has steadily increased over a six year period in both Divisions. Currently 6.3 percent of City College day students and 21.5 percent of evening students have obtained a bachelor's degree compared to 8.7 percent of the Centers' students. Some 14 percent of City College students and 47 percent of the students at the Centers report having had a foreign education, although the level achieved was not indicated. About 25 percent of students in the Centers Division completed eight years of schooling or less, compared to less than 2 percent of City College students. The number of City College day students who have obtained their General Education Development certificates (GED) -- most likely through the Centers Division -- has steadily increased from 3.4 percent in 1976 to 5.8 percent in 1982.

General Education Objectives

Approximately 20 percent of the District's students stated their immediate objective was to learn English, a necessary skill before pursuing other educational goals. Approximately 33 percent have immediate career goals, with the largest proportion seeking a better job and others looking to qualify for entry-level jobs or taking courses in order to re-enter the job market. Another 20 percent, at both City College and the Centers, are taking courses for general self-improvement or personal interest to "broaden backgrounds." The percentage of students with this objective represents a continuing downward trend for the Centers, but an upward trend for City College, particularly within its Evening Division.

Transfer Objectives

One in every two day students at City College and one in every five evening students stated that their educational goal was to transfer to a four-year college. Of those with transfer expectations, some 48 percent plan to transfer to San Francisco State University and 16 percent to U.C. Berkeley. Obviously, this stated transfer goal is optimistic. It would result in 10,000 City College students transferring. The actual transfer rate of City College students has been significantly less. Annual reports on community college transfers compiled by the California Postsecondary Education Commission (CPEC) indicate that for the Fall 1980 semester, 152 City College students transferred to the U.C. system and 805 transferred to the C.S.U. system; in Fall 1981, 95 students transferred to U.C. and 812 students transferred to the C.S.U. system; and in Fall 1982, 105 students transferred to U.C. and 805 to the C.S.U. system.

The 1982 S.I.Q. also reveals a very high inverse correlation between student age and transfer expectation -- the younger the student, the higher the transfer expectation. Also, there appears to be some relationship to ethnicity among City College day students: 40 percent of the White students expected to transfer, while 50 percent of Black, Hispanic, Filipino, and Japanese students and 60 percent of Chinese and Southeast Asian students had transfer goals. The pattern for evening students is different. About 33 percent of Black students stated transfer as a goal, twice as large as the proportion of White and Chinese students.

Again, the actual transfer rate of students by ethnicity reveals a different pattern. In Fall 1982, of the 105 students transferring to the U.C. system, 49 percent were Asian, 42 percent White, 5 percent Hispanic, while Blacks and Filipinos comprised only one percent respectively. Of the 805 students transferring to the C.S.U. system, 45 percent were Asian and 32 percent were White, while Blacks, Hispanics, and Filipinos each comprised 7 percent of the transfers. If UC and CSU combined accounted for half of City College's transfers, then only 20 percent of City College students are achieving their stated goals. This discrepancy between stated educational goals and actual student transfers is worthy of significant study.

Hours/Units

The S.I.Q. confirms the City College trend in part-time enrollments shown in Chart 1-9. A growing percentage of City College students are taking very few units, while the percentage of individuals taking 16 or more units has decreased sharply during the last six years. Among City College day students, less than 10 percent of the students are taking 16 or more units, compared to 20 percent in 1976, while 44 percent are carrying 12 to 15 units, 17 percent 9 to 11 units, 15 percent 6 to 8 units, and 14 percent are taking less than 6 units of study. In the City College Evening Division, 52 percent are taking 3 units or less, 14 percent are taking 4 to 5 units, and 21 percent are carrying between 6 and 8 units of study.

Some 46 percent of Centers Division students attend classes six or fewer hours per week. Another 22 percent, most of whom are ESL students, attend classes 18 or more hours each week. For example, in Centers where ESL is taught, it is not unusual for students to attend classes 20 hours per week.

Continuity of Student Attendance

About 25 percent of the students responding to the 1982 S.I.Q. were attending District classes for the first time, a proportion consistent among the Centers' students and City College day and evening students. About three in five were continuing students, having attended either the prior spring semester or summer session. The remaining 18 percent were "stop-outs" -- students who had last attended District classes a year or more ago. These students were also fairly evenly divided between the Centers and City College day and evening classes. "Stopping-out" is a common phenomenon in community colleges, and occurs in the District with greater frequency among students older than the traditional college-age cohort.

Present Occupations

Of the 70,160 students in the District, 37 percent or 26,040 work full-time. This group represents 22 percent of City College day students and 78 percent of the evening students. Approximately 38 percent of City College day students work part-time. The remaining day and evening City College students are almost equally divided between those seeking work and those whose principal occupation is that of full-time student. In the Centers, 30 percent of the students work full-time, 11 percent work part-time, 6.5 percent are full-time homemakers, and about twice that number are retired. The number of retired persons and full-time homemakers at City College is negligible.

Household Income

Half the District students live in households with annual incomes of less than $10,000. While 58 percent of the Centers' students and 50 percent of the City College day students live in households in that income bracket, only 23 percent of City College evening students are from households in that income level. More than half of the City College evening students report annual household incomes greater than $15,000, including some 17 percent reporting incomes of more than $30,000. In the Centers Division, 25 percent report household incomes greater than $15,000, with 9 percent reporting an income over $30,000.

Financial Aid

Given the larger proportion of low-income students in the District, providing adequate financial aid to qualified students so that they will not be denied access to equal educational opportunities has been a continuing problem. In 1982-83, approximately 4,000 students at City College received a total of 3.5 million dollars, an average of $900 per student, from various forms of federal or state grant aid (Pell Grants, Supplemental Educational Opportunity Grants, Educational Opportunity Programs and Services, and Cal Grants) or institutional scholarships. An additional 544 students earned $447,000 in the College Work Study Program. However, the number of students receiving grants and the available grant and work study funds have remained relatively constant since 1976-77, not allowing for the growing numbers of eligible students, inflation or cost of living adjustments, nor for students' increased needs. The Centers Division has even more limited financial aid programs for its students. To receive financial aid in the Centers Division, students must be enrolled in qualifying occupational certificate programs of at least 600 attendance hours. In 1982-83, 693 Centers' students received $348,521 or an average of $500 per student in federal financial aid grants, and eight students earned $4,997 in the College Work Study Program.

The statewide trend in community college financial aid since 1976 reveals that federal aid programs aimed at lower income groups have shrunk in size while programs available to middle income groups have grown. Since 1976, federal need-based programs (Pell, Supplemental Educational Opportunity Grants, College Work Study, and National Defense Student Loans) have decreased by $14 million or 16 percent; furthermore, 40,000 fewer students, a 25 percent decrease, have received need-based grants. Meanwhile, Guaranteed Student Loans, available to any student with an adjusted income below $30,000, have grown from $2 million in 1976 to $72 million in 1982. This trend is reflected in the District's student aid programs. At City College in 1976-77, 800 students received loans totaling $350,000; in 1982-83, more than 1600 students received loans totaling over $2.6 million, representing a 100 percent increase in student borrowers and a 640 percent increase in funds loaned, with a 300 percent increase in the size of the loans. The same trend is occurring in the Centers Division. Because of the growing scarcity of and keen competition for other forms of student aid, there is mounting concern that a greater proportion of lower income students are being forced to borrow money and may incur a significant accumulated indebtedness before they are eligible to transfer to four year colleges or before they receive associate degrees.

The imposition of tuition will undoubtedly complicate the issue of student aid and access to the community college for qualified low-income students. In the 1982 S.I.Q., 50 percent of City College evening students cited no tuition as their primary reason for selecting CCSF compared to 37 percent of City College day students. This difference may relate to the greater family responsibilities of older evening students, but certainly should be taken into consideration when attempting to determine the impact of tuition upon various groups of District students.

C. SAN FRANCISCO COMMUNITY COLLEGE DISTRICT STAFF PROFILE

Employment Status

In December, 1983 the San Francisco Community College District staff consisted of 2,996 persons, 74 percent of whom were faculty, 2 percent administrators, and 24 percent classified staff. The number of District employees has decreased by almost 13 percent since December, 1982 -- a reflection of the District's budgetary constraints. Data at this time indicates that classified staff has decreased approximately 10 percent, full-time faculty (Schedule I and II instructors) has decreased approximately 7 percent and part-time or hourly faculty has decreased 17 percent. (See Table 1-18.) The decrease in full-time faculty mainly reflects retirement and attrition. The much larger decrease in hourly instructors can be attributed to the reduction in class offerings during the past year. In addition to the reduction of the actual number of administrators from 1982 to 1983, six administrative positions were defunded in the fiscal year 1983-84.

TABLE 1-18

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT STAFF
CHANGES IN STAFFING
Fall 1982 to Fall 1983

	District Total	Classified	Admin	Faculty I & II	Faculty Hourly
Staff: 1982	3,406	797	70	780	1,759
Staff: 1983	2,966	714	66	728	1,454
Change '82 to '83:					
Number	- 440	- 83	- 4	- 52	- 305
Percent	-12.9	-10.4	-5.7	-6.7	-17.3

Source: SFCCD Governing Board Agenda, December 1983 and SFCCD Office of Certificated Services.

Staffing data obtained from the State Chancellor's Office's 1982-83 Annual Report on California Community College Staffing and Salaries provides some interesting points of comparison with other California Community Colleges. In 1982-83, San Francisco's 74 percent faculty represented a larger proportion of total staff than the statewide average of 65.7 percent. When converted to FTE (full-time equivalent faculty), the difference in proportion from the State average was more pronounced, 65.4 percent for the District compared to the State average of 54.4 percent. Both the District's administrative staff and classified staff represented a smaller proportion of total staff than the statewide average. However, the large number of department heads at City College (11 percent of the full-time faculty) who also perform administrative functions may account for the smaller proportion of administrative staff in the District. Since the advent of collective bargaining, many community colleges have replaced department heads with divisional deans, thus swelling the administrative ranks.

Faculty Status

As of December, 1983, the faculty of the District consists of some 2,182 persons -- 728 full-time faculty and 1,454 part-time or hourly faculty. Of the full-time faculty, 60 percent teach at City College and 40 percent teach in the Community College Centers. Over 90 percent of the City College full-time faculty are permanent, tenured faculty, compared to approximately 65 percent of Centers full-time faculty. Of the 1454 part-time faculty, 46 percent teach at City College and 54 percent teach in the Community College Centers.

A divisional breakdown of faculty shows that City College's total faculty consists of 1107 persons -- 440 or 40 percent of whom are full-time faculty and 667 or 60 percent of whom are part-time or hourly faculty. The proportion of part-time faculty to full-time faculty represents a significant change over a ten year period. In the 1972-73 academic year, 75 percent or 513 were full-time faculty and 25 percent or 167 were part-time faculty.

Currently, the total faculty in the Centers numbers 1075, of which 20 percent or 217 persons are full-time Schedule I instructors (the same classification as City College full-time instructors) and 7 percent or 71 persons are Schedule II instructors (faculty who teach 80% loads and have pro-rated salaries). Part-time or hourly faculty comprise the remaining 73 percent or 787 persons. While the number of Centers part-time faculty has always been much greater than full-time faculty, in the past ten years, the number of full-time faculty has increased along with a concomitant increase in part-time faculty. In 1972-73, 25 percent or 186 instructors were full-time faculty and 75 percent or 556 instructors were part-time faculty.

Ethnicity

The District's affirmative action goal is to achieve the same minority percentages among staff as exists in the current San Francisco population. As table 1-19 illustrates, approximately 37 percent of the District employees are minority: 14 percent Asian, 11 percent Black, 8 percent Hispanic, and 4 percent Filipino. The percent minority of administrative and classified staff exceeds that which would be expected when compared to the percent minority of San Francisco's general population. Over 55 percent of the District administrators are minority -- including 65 percent minority at City College, 56.7 percent in the Centers Division, and 38.5 percent in the District Office. Over 61 percent of the District's classified staff are minority.

However, the percentage of minority faculty is not on par with San Francisco's population. District-wide, 26.6 percent of full-time faculty are minority. At City College, 21.4 percent of the full-time faculty are minority compared to 34.7 percent in the Centers. Part-time minority faculty represents 28.9 percent of the total District hourly faculty, with 29.5 percent at City College and 28.2 percent in the Centers.

TABLE 1-19

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT STAFF
ETHNICITY BY EMPLOYEE CATEGORIES
Fall 1983

		Percentage Distribution					
	Total Staff	District Total	Classi-fied	Admin.	Faculty I & II	Faculty Hourly	SF Pop 1980 Census
White	1877	63.3	38.9	44.3	73.4	71.1	52.3
Black	321	10.8	17.9	18.6	8.8	8.0	12.5
Hispanic	227	7.6	11.2	15.7	5.1	6.8	12.3
Asian/Pac.Is.	423	14.3	21.4	15.7	10.7	12.4	15.5
Filipino	104	3.5	10.4	1.4	1.6	1.2	5.4
Am.Ind./Al.Na.	14	0.5	0.1	4.3	0.4	0.5	0.5
Total	2966	100.0	100.0	100.0	100.0	100.0	100.0(a)

(a) Percent total includes 1.5% "unidentified or other"

Source: SFCCD Governing Board Agenda, December 1983.

Sex

The San Francisco Community College District has a greater proportion of women employees in certificated categories than statewide averages, showing up in the larger proportion of women instructors in the Centers (67 percent full-time and 50 percent part-time) and women administrators at City College (44 percent) and in the Centers Division (30 percent). City College has 32 percent full-time women instructors, slightly below the statewide average, and 39 percent women part-time faculty. Among the full-time classified staff, 59 percent in the Centers are women, compared to 51 percent at City College.

Age

The median age for District administrators is 48.4 years, very close to the statewide median age for community college administrators. However, City College has a greater number of younger administrators -- eleven are under the age of forty compared to five in this age group in the Centers. The median age of City College administrators is 43.8 compared to 51.8 for Centers administrators. District-wide, 8 administrators or 11.3 percent are 60 and older, while 21 persons or 18.3 percent are 55 years of age or older.

The median age of City College full-time faculty is 47.2 years while the median age of Centers full-time faculty is 43.2 years. However, Centers part-time faculty are slightly older than those at City College -- 42.1 years compared to 39.4 years. The following table shows the percent distribution of District faculty by age groups.

TABLE 1-20

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT
FACULTY PERCENTAGE DISTRIBUTION BY AGE
1982-83

	Full-time		Part-time	
	CCSF	CENTERS	CCSF	CENTERS
24 & younger	.5	-	.3	.3
25-29	2.3	2.5	8.2	6.0
30-39	19.2	34.5	44.1	38.9
40-49	38.4	32.6	27.0	22.1
50-59	31.1	21.3	12.5	21.5
60 & older	8.5	9.1	7.9	11.2
Total	100.0	100.0	100.0	100.0

Source: SFCCD Office of Certificated Personnel

While the median age of full-time classified staff at the Centers and City College is very close -- 41.7 years in the Centers and 40.2 years at City College -- the classified staff at City College tends to be considerably older. Over 70 percent of the City College classified staff are between the ages of 40 and 59 years, compared to only 54 percent in the Centers. Approximately 38 percent of Centers' classified staff are between the ages of 30 and 39, while only 26 percent at City College are in this younger age bracket. However, the Centers have a larger percentage of classified staff over 60 years old -- 7 percent compared to 4 percent at City College. The number of full-time classified staff under 30 is negligible in both Divisions.

Years of Service in District

Of the combined District full-time faculty and administrative staff, 20 percent have completed 1 to 5 years of service in the District. Another 17 percent have 6 to 10 years of service, while the largest number -- 30 percent -- have completed 11 to 15 years of service. Approximately 17 percent have been employed by the District for 16 to 20 years, 6 percent for 21 to 25 years, and 5 percent for 26 to 30 years. Almost 4 percent of the full-time certificated staff have completed between 31 and 40 years of service, and one individual has served the District for over 40 years. Data indicating the years of service by part-time faculty are not currently available.

Academic Degrees

All District administrators have at least a master's degree as their highest earned degree, and 19 percent hold doctoral degrees. In the Centers Division, 14 percent have doctoral degrees, as do 30 percent at City College. Twenty-three percent of District Office administrators also have doctoral degrees.

City College's full-time faculty percentages in various degree categories are: 13 percent doctorate; 74 percent master's degree; 8 percent bachelor's degree; 1 percent associate degrees; and 4 percent with occupational certification or occupationally related experience. The Center's full-time faculty percentages in these degree categories are: 3 percent doctorate; 60 percent master's degree; 34 percent bachelor's degree; and 3 percent hold associate degrees.

The analysis of academic degrees held indicates that the typical full-time faculty member holds the master's degree, the basic credentialling requirement for community college teaching in academic fields. The number of people with less than a master's degree is in line with the different credentialling requirements for instructors in certain vocational/technical fields.

D. SAN FRANCISCO COMMUNITY COLLEGE DISTRICT EDUCATIONAL PROGRAMS

WSCH and FTE

Changing demographic patterns and changing student and community needs have resulted in many significant changes in the District's educational programs. The past several years have brought a development or expansion of programs designed to meet the needs of special groups of students such as the increased numbers of students for whom English is not their native language, the increased numbers of students inadequately prepared for college level work, greater numbers of older students, re-entry students, students preparing for career changes, and students with other special needs such as physically or educationally handicapped students. Furthermore, the District in responding to changes in technology and the needs of and business/industry has modified or expanded many existing programs or introduced new ones.

Although other resource documents will provide District staff with more detailed analysis of trends in specific disciplines and programs, the following summarizes major disciplines and programs as determined by WSCH or Weekly Student Contact Hours (the number of hours generated by enrollment in a course in a single week) and by FTE (full-time equivalent faculty members).

City College

The City College Load-Discipline Study lists some 40 disciplines taught at the College. Of these 40 disciplines, six disciplines -- listed in ranking order from the highest: English/ESL, Business, History/ Social Sciences, Computer Science, Engineering, and Math -- account for 105,143 of a total 220,077 Weekly Student Contact Hours or 48 percent of WSCH in the Day Division. Furthermore, the same six disciplines also account for 48 percent of the full-time equivalent faculty teaching in the Day Division. The largest discipline, which utilizes 20 percent of full-time equivalent faculty and accounts for 15 percent of the WSCH at the College, is the combined English/ESL program, with ESL courses generating 6.8 percent and English 8.4 percent of the total WSCH.

Four other disciplines -- Biological Sciences, Art, Chemistry, and Physical Education -- account for another 20 percent of the WSCH and 17 percent of the total Day Division FTE. The remaining 30 disciplines account for 33 percent of WSCH and 35 percent of the FTE.

In the City College Evening Division, three disciplines -- Business (12,382 WSCH), Computer Sciences (10,366 WSCH), and English/ESL (5,992 WSCH) -- account for 41 percent of the total WSCH and 40 percent of the FTE.

The above data, albeit purely quantitative, provides important indicators about enrollment patterns, student needs and interest, and the popularity of particular disciplines. However, the continuous District comprehensive program review process initiated in 1983 will provide departments and programs with substantially more information about program quality and effectiveness as well as data about changes in enrollment patterns and projected needs. This kind of data will be extremely useful for short- and long-term planning and budgetary decisions.

Centers

The Centers non-credit courses, unlike most City College courses, use positive attendance accounting methods and open-entry/open-exit continuous enrollment procedures. Although available data by disciplines are approximate, these data nevertheless provide useful indicators about student need and interest.

English as a Second Language (ESL) classes now account for 57 percent of student attendance hours in the Community College Centers, comprising approximately 90 percent of student attendance at the Alemany and Chinatown Community Centers and 50 percent at the Mission and Downtown Centers. Since most ESL courses are 10 hours a week compared to 2-4 hours on the average for classes in other disciplines, the proportion of ESL WSCH is much greater than the proportion of student enrollees. However, both the number of students and WSCH have increased dramatically in the past decade, a reflection of the City's changing demographics and the influx of refugees. In 1974, approximately 28 percent of Centers students were ESL students, generating 44 percent of the Centers WSCH; in 1983 the number of ESL students has grown to 45 percent, accounting for 57 percent of WSCH.

Business certificate programs and classes account for approximately 10 percent of the Centers total attendance hours, while consumer education and health occupational programs comprise another 9 percent. Trade and Industry and related technological programs represent another 6 percent and Adult Basic Education, GED, and High School programs, 4 percent. The remaining programs such as General Education/General Studies, Citizenship, Parent Education, Fine and Applied Arts, and programs for seniors and for the handicapped comprise 14 percent of total student attendance hours.

Certificates/Degrees Awarded

Centers

The Community College Centers offer many certificate programs, most of which are occupationally oriented and provide training in entry level, promotional, or new technological areas. Instead of the traditional grading system for most credit courses, students may receive a Certificate of Completion upon successful completion of the required courses in the program and successful performance on final proficiency exams. For those adults who have not obtained a high school diploma, the Centers also offer classes leading to the high school diploma or General Education Development Equivalency Certificate.

During the 1980-83 academic years, the Community College Centers awarded a total of 9190 certificates and 705 high school diplomas. Table 1-21 indicates the broad disciplines/programs in which the greatest number of certificates were awarded.

TABLE 1-21

COMMUNITY COLLEGE CENTERS
CERTIFICATES AWARDED

	1982-83	1981-82	1980-81
High School Diplomas	261	158	286
Allied Health	1232	1093	990
Business Education	617	509	464
ESL	637	1253	964
Trade and Industry	266	215	177
All Others	358	264	151
Total	3371	3492	3032

Source: SFFCD Office of Research

City College

During the 1980-83 academic years, City College awarded a total of 4,154 associate degrees. Table 1-22 indicates the broad disciplines and programs in which the greatest number of degrees were awarded. By far the highest number of degrees are awarded in Liberal Arts and General Studies. Although there is some fluctuation in the number of degrees awarded in various disciplines during the three year period, there is a dramatic increase in degrees awarded in Accounting and Bookkeeping, and Computer Programming, and a constant increase in restaurant management and allied health fields. The two components of protective services -- police and fire -- may have been held steady by capacity limitations.

Although comparable data are not currently available for the number of certificates awarded (certificates are generally awarded in programs less than two years in duration and not requiring the completion of general education courses), in 1981-82 a significant number of certificates were awarded in computer programming (29) and engineering technology (37).

TABLE 1-22

CITY COLLEGE OF SAN FRANCISCO
DEGREES AWARDED

	1982-83	1981-82	1980-81
Business and Management	71	79	125
Restaurant Management	71	55	60
Accounting and Bookkeeping	47	26	2
Computer Programming	72	48	32
Engineering Related Technologies	164	144	152
Allied Health	149	138	120
Liberal Arts/General Studies	653	601	664
Protective Studies	75	72	75
All Others	170	197	108
Total	1,472	1,334	1,348

Source: SFCCD Office of Research

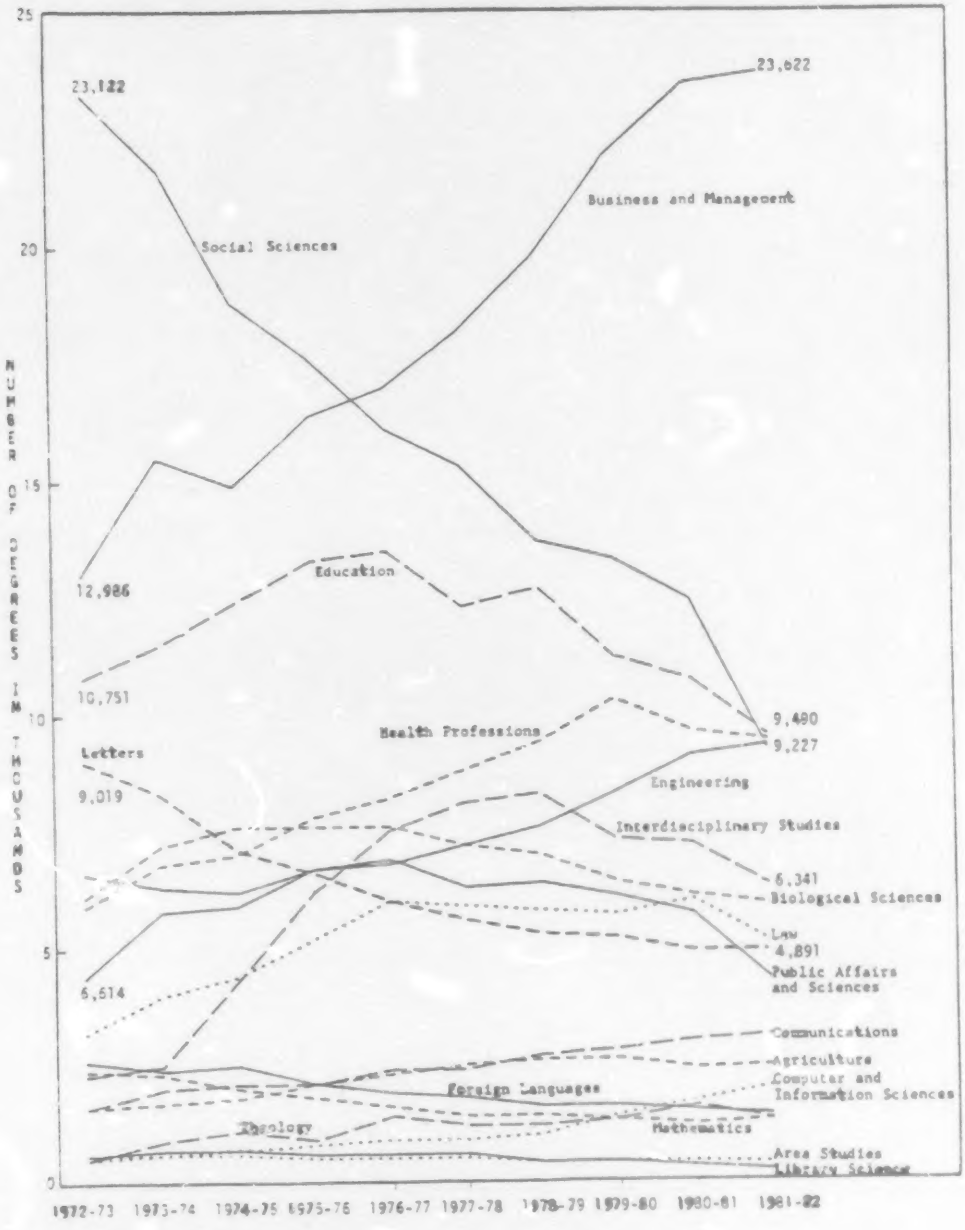
Shift in Student Interests

The change in the number of certificates and associate degrees awarded during this three year period is one indicator of the shifts in student interests. Another indicator is the declared majors of students intending to transfer to four-year colleges or universities, though these students may or may not opt to earn the associate degree before transferring. While information on City College students' declared majors is not currently available for the past few consecutive years, a recent report prepared by the California Postsecondary Education Commission (CPEC) on the types of and fields in which degrees were awarded during the past decade at UC and CSU campuses shows a dramatic shift in student interests and majors.

Although comparable data are not available for California Community Colleges since most associate degrees are not awarded in specific fields of study, enrollment patterns suggest that the same shifts have occurred at City College. As Chart 1-11 illustrates, UC and CSU student interest in social sciences such as anthropology, history, and sociology fell sharply during the decade, represented by a drop from 23,233 to 9,227 degrees. Also declining were the number of degrees awarded in letters (such as English, philosophy, and speech), foreign languages, mathematics, and library sciences. Health professions showed an overall increase, but the fields that showed the most significant increases were business and management -- from 12,986 degrees to 23,622 degrees -- and engineering, communications, and computer and information sciences. Most of these programs are now impacted, forcing community college transfer students to compete with UC/CSU students for available spaces. Not shown on the graph are five fields that changed only slightly: architecture, from 999 to 1,277 degrees; art, from 7,208 to 6,140 degrees; home economics, from 1,447 to 1,273 degrees; physical sciences, from 2,620 to 2,419 degrees; and psychology, from 6,993 to 6,567 degrees.

CHART 1-11

NUMBER OF BACHELOR'S AND HIGHER DEGREES AWARDED IN EIGHTEEN FIELDS OF STUDY 1972-73 - 1981-82



Source: California Postsecondary Education Commission, Information Digests and data files.

This chart dramatically illustrates the shift from liberal arts education in the early 1970s to career-oriented fields of the 1980s. According to several educators such as Howard Bowen, John Lombardi, and Robert Baron several economic, historical, and political elements have contributed to this surge of student interest in "careerism" -- a phenomenon that is even more evident in community colleges. Some of these contributing factors include the following:

- For the most part of the twentieth century the U.S. economy has required only 10 to 20 percent of its labor force to be in the professional, managerial, or paraprofessional jobs -- a figure with which college institutions has traditionally kept pace. However, in the 1970s, a period during which the nation was experiencing severe economic stagnation and inflation, twice as many college students entered the job market as in the 1960s. These college students, the post-war baby-boom generation, glutted the labor market and produced a major gap between the number of graduates who sought professional level positions and the number of actual jobs available at that level.

- From 1969 to 1978, the unemployment rate for four-year graduates under 24 years of age rose from 2.4 percent to 6.1 percent -- and even higher for traditional liberal arts graduates. By 1978, the unemployment rate for graduates in the arts and sciences stood at 7.9 percent, with the fields of humanities (9.5 percent), social sciences (7.8 percent), and biological sciences (11.4 percent) among the highest. Overall, about one in four graduates who entered the labor force between 1969 and 1978 had to take a job not sought or filled by graduates in better times.

- Furthermore, the salaries paid to four-year college graduates did not keep pace with inflation because by their sheer abundance, they forced wages down.

Both university and community college students have quickly and consistently adjusted their career paths to the best current economic prospects. For example, in a 1970 national survey of community college freshmen, 18 percent of entering students stated that they wanted to major in the humanities or social sciences; furthermore, 69.2 percent considered "developing a philosophy of life" as being one of their primary educational objectives, while 44.3 percent chose "being well-off financially." In 1980, only 9 percent of entering community college freshmen indicated they wanted to major in the humanities or social sciences. In response to questions about primary educational objectives, 64.8 percent selected financial rewards as being essential compared with 44.6 percent who selected "developing a philosophy of life." (Baron, 1984.)

This financial consciousness on the part of students combined with rampant technological growth and the timely infusion of federal and state funds into community college occupational programs have been major factors propelling the popularity of career education in community colleges. Student concerns about job availability have also undoubtedly affected community college transfer rates since transfer also meant at least a two year delay before entering "an already uncertain job market in an economic climate seemingly indifferent to a B.A. degree." (Baron, 1984.) These factors have also resulted in a declining interest in obtaining the associate degree.

The Value of the Associate Degree

In recent years, some 60,000 associate degrees have been awarded annually in California Community Colleges. In 1976-77, over 70,500 associate degrees were awarded, a number which declined to 58,400 in 1980-81 and then increased again to 64,500 in 1891-82. Since the number of associate degrees awarded represents only about 5 percent of total community college enrollments in a given year, this small proportion is frequently cited as reason for concern about the validity and vitality of the associate degree. However, the number of degrees awarded is not necessarily a good indicator of the quality or suitability of college coursework since there are many reasons why students do not seek degrees. For example, many occupational students complete as many courses as needed to secure employment or to attain a Certificate of Achievement. Also, in California, unlike some other states, the associate degree itself is not transferable to a four-year college or university; but rather it is individual courses which comprise the degree that transfer. Therefore, many students who intend to transfer may have completed all the associate degree requirements, but simply transfer without applying for the award of the degree. Nevertheless, statewide efforts are underway to enhance the quality of the associate degree and its general education component and to reinstate its value as a symbol of accomplishment, particularly for students who are the first in their families to earn a college degree. Yet given students' increasing interest in career-oriented goals, teaching faculty and counselors may need to make a concerted effort to stress the importance of the general education component of the associate degree and encourage more students to seek the degree in lieu of short-term occupational certificates.

III. COMMUNITY COLLEGE FINANCE, PUBLIC POLICY, AND GOVERNANCE ISSUES

An assessment of the District's environment would be incomplete without analyzing some of the effects that governmental agencies and public policy decisions have had and will continue to have on the District's planning and decision-making process. One of the most striking trends in California during the past decade has been a diminishing of community colleges' local autonomy and the expanding regulatory and educational policy making role of the State Legislature and state agencies such as the California Postsecondary Education Commission (CPEC) and the Board of Governors of California Community Colleges. The increased gubernatorial, legislative, and state agency involvement in determining the financing, mission, scope, and daily operations of California Community Colleges has produced new tensions and new constraints. Two of the most problematic areas involve the financing of community colleges and the public policy decisions regarding community college mission, quality, and accountability.

A. COMMUNITY COLLEGE FINANCE

The passage of Proposition 13 in 1978 brought about a radical shift in community colleges' source of funding. Proposition 13 ended the authority of local community college district governing boards to set property tax rates, and, in effect, shifted the community colleges to a predominantly state-funded system. Prior to 1978, 48 percent of the San Francisco Community College District's revenues came from local property taxes, 36 percent from state apportionment, and 16 percent from miscellaneous sources. In the 1983-84 fiscal year, state apportionment provides 89 percent of the District's General Fund revenues, of which only 7 percent comes from local property taxes. The remaining 11 percent of the District's General Fund revenues come from various sources such as interest income; non-resident tuition; federal and state categorical funds for EOPS, adult basic education, apprenticeship, handicapped, and inmate education programs; and other miscellaneous sources.

This significant shift in both the source and amount of funding has not only affected the District's budgetary process but has also adversely affected its ability to plan meaningfully or to allocate resources rationally. The District has been further hampered by the unresolved problem of stable and equitable funding for California community colleges -- a situation that has existed for the past decade and intensified during the past year.

Community College Funding Mechanisms

Community college finance policy over the past decade can best be characterized as chaotic. During the past ten years, community colleges have experienced eight different funding mechanisms, a dramatic contrast to the relatively stable funding which had existed for the previous twenty-five years. Between 1947 and 1973, community colleges were funded on a "foundation program" basis, similar in concept to the method used to fund elementary and secondary schools. The foundation amount per unit of average daily attendance (ADA) was guaranteed to community college districts and was intended to represent the minimum level of funding -- a level which districts were free to supplement with funds derived from local property tax revenues. In 1973 the Legislature enacted SB 6 (Alquist), which while modeled on the K-12 funding mechanism, guaranteed full state funding for ADA growth. This provision created a tremendous fiscal incentive for districts to increase their enrollment. The rapid growth in enrollment that occurred between 1973 and 1975 in community colleges statewide led to a 5 percent cap on ADA growth in the 1975 Budget Act. (Simpson, 1984.) The finance legislation following the passage of Proposition 13 in 1978, the "bailout" legislation, funded districts on a block grant basis that was independent of changes in ADA but also reduced community college revenues by 7 percent. Since 1978, community college finance legislation has introduced such features as marginal funding for ADA, differential funding level for non-credit ADA, special funding factors for different types of districts, equalization of interdistrict revenue levels, and funding changes in ADA growth at an incremental rate. The Budget Act of 1982 also imposed a reduction of $30 million in state aid for community college districts, which was accomplished by eliminating state support for certain "recreational, avocational, and personal development" courses.

These major revisions in community college finance mechanisms represented little more than stop-gap measures which never adequately addressed the serious problem of stable and equitable funding. However, the constant changes in funding levels and formulas prevented districts from determining from one year to the next what their expected revenues would be from the State. Furthermore, after the passage of Proposition 13, as the State's surplus gradually was depleted and a severe economic downturn began, community colleges bore an increased burden in balancing the State budget.

Underfunding For Community Colleges

A recent California Postsecondary Education Commission (CPEC) report states that over the past five years, California Community Colleges have lost 13.2 percent of total apportionments as measured in constant dollars and roughly twice that percentage in terms of their purchasing power per student (ADA). Table 1-23 shows that for the fifth year in a row, the State budget provides an increase in support to the community colleges less than the level of inflation. CPEC reports that, when adjusted for inflation, per-ADA support for community colleges has declined 23 percent between the 1978-79 school year and the 1983-84 year.

TABLE 1-23

STATE AND LOCAL REVENUES PER ADA
FOR SUPPORT OF CURRENT COMMUNITY COLLEGE OPERATIONS
1978-79 to 1983-84

Fiscal Year	Actual Revenues Per ADA	Revenues Per ADA in Constant Dollars(a)	Percent Change	Cumulative Percent Change
1978-79	1,722	1,722	--	--
1979-80	1,848	1,682	- 2.3	- 2.3
1980-81	1,905	1,566	- 6.9	- 9.0
1981-82	1,979	1,480	- 5.5	-14.0
1982-83	1,981	1,398	- 5.5	-18.8
1983-84	1,974	1,333	- 4.6	-23.4

(a) Support per ADA in constant dollars based on actual support per ADA deflated by Higher Education Price Index. The 1983-84 figures are based on final levels authorized for apportionment support in the Budget Act.

Source: California Postsecondary Education Commission

Furthermore, a survey conducted by the National Association of College and University Business Officers in 1982-83 indicates that the total expenditures per full-time equivalent credit student in California was 18.6 percent below the national average and 13.1 percent below all western states. Since the California Community Colleges received no revenue increase in 1983-84, this gap is certain to have increased.

Impact of Budget Cuts

This deterioration in funding levels has had a major detrimental impact on community colleges. During the past two years the colleges have received no cost of living increase nor enrollment growth monies. From 1982-83 to 1983-84 fiscal years, the San Francisco Community College District's budget declined by $11 million or 15 percent -- the effects of which continue to be felt. In response to this severe fiscal crisis, most community colleges postponed deferred maintenance and capital outlay projects, substantially reduced course offerings, deleted educational programs, increased class sizes, laid off certificated and classified staff, curtailed ancillary services, and increased permissive student fees -- all of which have seriously eroded institutional quality and resulted in significant losses of student enrollment. The California Postsecondary Education Commission estimates that the colleges lost 70,000 students in 1982-83 as a result of the $30 million cut in their state apportionments that year. In 1983-84, preliminary enrollment data show that community colleges lost an additional 100,000 students, representing a 13 percent drop in enrollment from Fall 1981 to Fall 1983. This enrollment decrease in turn has reduced colleges' revenues, thus producing the longest period of fiscal instability and uncertainty that California community colleges have experienced in recent history.

Current Finance Legislation

After a prolonged political battle in 1983 over the adequacy of community college funding and the issue of mandatory fees (tuition) for community college students, and after the introduction of the Governor's 1984-85 proposed budget, legislation was finally passed and signed into law in January 1984, resolving the community college funding crisis. The current community colleges finance legislation, AB 470 and AB 1XX, contain several important provisions:

- AB 470 appropriated $96.5 million to restore the community colleges' base level of support for 1983-84 to what it was in 1982-83. (However, it is important to note that the 1982-83 level was $30 million less than what community colleges received in 1981-82.)

- AB 1XX institutes mandatory fees for community college students for the first time in the history of California Community Colleges to be effective the Fall, 1984 semester. AB 1XX also establishes the following specific provisions for community college fees:

  a. requires a fee of $50 per semester for students taking 6 units or more and a $5 per unit per semester fee for part-time students taking less than 6 units;

b. exempts students enrolled in the nine state-mandated non-credit programs from paying the fee;

c. exempts students who are on public assistance from paying the fee;

d. consolidates ten (10) existing permissive fees into the new fee structure, but excludes the drop fee which will continue to be in effect;

e. appropriates $15 million in financial aid to offset the impact of the fee to low-income disadvantaged students for each year that the fee is in effect;

f. makes part-time students eligible for financial aid for the first time;

g. indicates legislative intent that the community colleges remain a low-cost segment of higher education to ensure access and that student fees never be allowed to exceed 5 percent of the average support per full-time student;

h. defines the funding formula for 1983-84 and 1984-85 and beyond in relationship to ADA.

   Under this funding formula, community college districts will be allowed to restore enrollment (ADA) in 1984-85 up to the levels of 1982-83. For 1983-84, districts are held harmless for ADA; that is, regardless of what total ADA is generated for 1983-84, districts will be funded at the same level they were in 1982-83. For 1984-85, districts will be funded at the actual level of ADA for 1984-85, but not less than the ADA level of 1983-84, and not more than the ADA level of 1982-83. For future years, the current year's ADA will be the funding base of the following year with restrictions on growth.

The Legislative Analyst estimates that AB 1XX will generate $74.4 million in fee revenue to community college districts. Adding these revenues to the Governor's proposed 1984-85 funding for community colleges provides only a 5.3 percent increase in additional funds for the colleges, which would not even be sufficient to offset the adverse impact of inflation. Moreover, this small increase is insufficient to make up for the sustained period of underfunding of recent years, nor can it reverse the downward spiral which has reduced student access and undermined the quality and balance of educational programs and services. The impact of the mandatory student fee on enrollment remains an unknown, yet even with additional financial aid, the imposition of this mandatory fee may alter the historically open-access policy of California's community colleges.

Inadequate Funding: A Continuing Issue

Developing a stable, adequate, and equitable funding level for community colleges remains one of the most intractable problems in California's public higher education financing. While the Governor's proposed 1984-85 budget increases state support for the three segments of public higher education, this state support is unevenly distributed. An analysis of the Governor's proposed budget by the Assembly Ways and Means Committee shows that the University of California would receive an increase of 30.3 percent ($336.7 million); the California State University would receive an increase of 21.2 percent ($201 million), and the California Community Colleges would receive an increase of only 1.4 percent ($20.6 million). In a special report to the California Postsecondary Education Commission on state support of the California Community Colleges, CPEC Director Patrick Callan states:

> "Both funding levels and substantive proposals in the Governor's Budget encourage belief that public higher education in California is emerging from recent years of fiscal stress to a future as distinguished as its past. The Governor's call for a return to excellence is evidenced by proposals for the University and State University that fund enrollment increases, recognize inflation, and restore recent reductions. In sharp contrast, the budget proposals for the Community Colleges do not suggest a return to excellence." (Callan -- May, 1984.)

While action by the Legislature and the Governor will be necessary in the 1984-85 budget year to halt the erosion of community college programs and accessibility and in subsequent budgets to restore the colleges' vitality, most community college educators believe that future funding for community college education will probably remain at a lower level of support. Therefore, it will be important for community colleges in their planning processes to develop strategies to: 1) improve student retention and thereby increase ADA without increasing enrollments; 2) improve efficiency and productivity while maintaining standards of excellence; and 3) use the program review and budget process to establish priorities at the departmental as well as the institutional level. Furthermore, colleges may have to increase their efforts to seek additional sources of funding to finance essential programs. Such alternative funding strategies will undoubtedly involve: 1) external grants to fund special programs; 2) the use of contract education (currently 53 out of the 107 California community colleges have some form of contract education in place); 3) auxiliary organizations to fund certain college functions; and 4) cooperative ventures with business, industry, and other educational institutions.

B. PUBLIC POLICY AND GOVERNANCE ISSUES

The recent political impasse over the question of adequate funding for California Community Colleges and the issue of student fees has overshadowed other significant public policy issues. According to Patrick Callan, Director of the California Postsecondary Education Commission (CPEC), many education researchers such as David Brenneman (1981) and K. Patricia Cross (1982) have noted that disputes over levels and methods of funding in the community colleges "often stem from unresolved differences in opinion over the mission, functions, and priorities for community college education." Callan further notes that during the past five years, with several issues such as the credit/noncredit issue, the implementation of the Course Classification System which attempted for the first time to classify and provide uniform data about community college course offerings, and the 1982-83 $30 million budget cut, "the mission of the colleges has been defined by exclusion -- what the State won't fund -- rather than by any clear statement of public interest and priorities." (CPEC Director's Report, November 1983, p.5).

However, during the past two years numerous studies conducted by the State Chancellor's Office, CPEC, the Legislature, the State Academic Senate, and other state faculty and administrative organizations indicate that virtually every component and function of California Community Colleges have come under very close public scrutiny. Policy recommendations have already been drafted or will be forthcoming that focus on such major issues as a reevaluation of the mission and role of Community Colleges in the California Master Plan of Higher Education, vocational education reforms, standards governing associate degree and baccalaureate degree courses, remediation policies and practices, the community college transfer function, articulation/cooperation with other educational institutions and business and industry, adult continuing education, instructional staffing patterns, student matriculation, student fees, student characteristics and support services, and differential funding for community college programs and services. Historically, most of these issues had been resolved at the local level under very broad state guidelines. Now, because of their funding and public policy implications, resolution of these issues may require greater uniformity among colleges, thus reducing, to some extent, the colleges' local autonomy and diversity and necessitating appropriate changes.

Another significant national trend has been a greatly increased emphasis on planning, accountability, and the centralization of program review and approval processes at the state level. The relation of state government to postsecondary education is evolving at different rates in different states; however, in all states, community colleges and universities are likely to be expected to do more planning, develop new kinds of budget justifications, and develop more evaluative information about their programs and other activities for state level agencies and legislatures. A study conducted by the Education Commission of the States' Task Force on Accountability in 1979 concluded:

> "Additional centralization of responsibility for the management of higher education at the state level is likely in the future unless an effective accountability process is developed. Further centralization of management and decision-making may not lead to more effective institutional management or better achievement of state educational objectives. The evidence indicates that institutional diversity and achievement of state education goals can be facilitated by assigning responsibility to institutions and holding them accountable for achieving state objectives. When accountability is partial or incomplete, expansion of direct controls through the budget and increase in regulations are likely." (1979, p.1).

John K. Folger, in "Implications of State Government Changes," has similar observations. Whether postsecondary institutions interact primarily with state higher education agencies or legislatures, he predicts that "...there will be an emphasis on more specific and realistic planning, more attention to effective management procedures, better control of program duplication, and more accountability. Budget formulas are also likely to be modified to put less emphasis on enrollment factors and more emphasis on reallocating limited resources." (Folger, 1980, p.53).

Given these forecasts and trends, the District will need to monitor very closely the development and disposition of these state public policy issues to assess their impact on the District's programs and services and to determine what changes may be necessary. Moreover, the District, and California Community Colleges in general, may well anticipate even greater accountability measures from both state and federal sources. It will be important during the 1980s for community colleges to make better use of research, to keep better records on student outcomes, and to make decisions about institutional priorities which reflect statewide interests.

CHAPTER TWO

A VIEW TOWARDS THE FUTURE: FORECASTS AND PROJECTIONS

A VIEW TOWARDS THE FUTURE: FORECASTS AND PROJECTIONS

If you do not think about the future, you cannot have one.
John Galsworthy

One thing that is new is the prevalence of newness, the changing scale and scope of change itself . . . To assail the changes that have unmoored us from the past is futile, and in a deep sense I think is wicked. We need to recognize the change and learn what resources we have.
J. Robert Oppenheimer

Chapter One focused on various changes in local demographics, the economy, the world of work, the financial climate and governmental policies, student characteristics and educational objectives, and resulting changes in the District's programs, staffing patterns, and services. These environmental trends serve to remind us of how external forces and conditions have triggered changes in the District and how the rate of change -- previously slow and sporadic -- has in past decades become rapid and constant. If present indicators are reliable, even more dramatic and disruptive changes will occur by 1990 and 2000 -- dates which once seemed more appropriate to science fiction but which are now part of the District's planning horizon.

While it is tempting to maintain a healthy skepticism about the value of long-range planning in such a state of flux and instead focus on institutional survival for next semester or next year, one cannot help but be reminded of the long-lasting economic upheavals caused by American industries which emphasized short-term results and quarterly profits at the expense of the future. Similarly, we in the San Francisco Community College District cannot allow ourselves to become so preoccupied with immediate concerns that we ignore those trends which will have significant consequences for the District five, ten, or fifteen years hence. As the rate of change increases, so must our ability to develop new and flexible responses to a rapidly changing environment. We must anticipate possible future scenarios, examine thoroughly and systematically possible alternatives, and select courses of action that will create the best possible future for individual programs and services as well as for the institution as a whole.

An important tool in developing this type of futurist perspective is the use of futures research. Futures research, including future forecasting, is a rapidly developing field of study. Until recently future forecasting tended to limit itself to the relatively fatalistic prediction of possible or probable occurrences in years to come. However, futurism is increasingly viewed as an important planning tool designed to inform decision-makers in both the private and public sector of a whole spectrum of possible futures, of potential dangers that must be avoided, and of potential opportunities that should be seized. Several professional and government organizations, private consulting firms and businesses, and university research institutes are currently engaged in the study of future conditions -- demographic changes, trends in employment and technology, changes in lifestyles and values, and future educational agendas. Also, community colleges and universities now offer thousands of future-oriented courses as well as seminars, workshops, conferences, and institutes for training in the techniques of future forecasting, especially as applied to education. Some universities have developed formal degree programs in futures research at the baccalaureate, masters, and doctoral level. The accelerating rate of change has made the study of the future a necessity.

Chapter One contained several projections for San Francisco's general population, age groups, the world of work, and student enrollment patterns as well as some statewide trends. The following discussion places these forecasts and trends in a larger context. Included here is a series of futurists' observations about anticipated changes in the United States in the next ten to fifty years. They are purposely not arranged in any priority order; some will have more relevance for the District than others. Also these forecasts or trends should be viewed with the following cautionary note. The future, by definition, is essentially unknowable. "Wild cards" -- a variety of events and circumstances which might preclude any forecasted future from becoming a reality -- constantly come into play to foil the most sophisticated methods now used to forecast trends. Yet, the trends and issues summarized below provide a tool to provoke thoughtful discussion and debate about their educational implications and how the institution might respond to them. As futurist Alvin Toffler states in his recent book, The Third Wave,

> "In a time of exploding change -- with personal lives being torn apart, the existing social order crumbling, and a fantastic new way of life emerging on the horizon -- asking the very largest of questions about the future is not merely a matter of intellectual curiosity. It is a matter of survival."

The prognosis for the survival of community colleges in California may well depend upon how intelligently districts analyze trends and anticipate the different demands that may be required of them. Change need not necessarily be threatening. Instead of fearing the consequences of change, one can view change as an opportunity to work creatively to shape one's future.

Apocalypse or Renaissance?

It is difficult to contemplate the future and not wonder whether ominous current events or doomsday predictions might preclude the possibility of a future for ourselves or for succeeding generations. The threat of nuclear war, environmental pollution, global shortages of food and other natural resources are real and sobering. Yet, while many futurists have dwelt upon the chilling possibilities of global disasters, others -- perhaps in greater numbers -- assert that major advances in technology and science, applied with a sense of vision and human and global responsibility, are compelling reasons for long-range optimism, even if the transitional years ahead may be turbulent. Most agree that the same conditions that produce today's perils also hold the key to fascinating new potentials.

The following sections, then, highlight some forecasts of future conditions to the 21st century which may be of particular relevance to community college educators. The changes and issues outlined below suggest both challenge and opportunity -- but, above all they suggest the need to ask the right questions about our future and to develop appropriate responses.

The Way We Will Be – Population Shifts

- The U.S. Census Bureau projects that in the year 2000 the U.S. population will have increased from the present 234 million to 267,461,000 residents. These "provisional projections" assume that Americans will achieve a slightly higher birth rate and live two or three years longer.

- If current patterns of interstate migration continue, the U.S. Census Bureau forecasts that by 2000 the majority of the U.S. population will be living in the "sun-belt states." California, the most populous state in the U.S. with a 1980 population of 23,733,000, is projected to have more than 30 million residents in 2000. While California's population is expected to increase by almost 30 percent, Texas by 46 percent, and Florida by 79 percent, New York is expected to experience a 15 percent decline. Should these demographic shifts occur, the balance of political and economic power should continue to shift to the South and West. State and local governments in these new growth areas will be challenged to provide new and expanded services for their millions of new constituents.

- According to Harold Hodgkinson, from 1946 to 1964 birthrates in all parts of the United States increased at a very high rate (the baby boom generation). After 1964, birthrates fell almost as fast as they had risen. However, the major decline in births after the baby boom was almost completely a Caucasian phenomenon. Birthrates for minorities stayed even during those years, resulting in an increased percentage of births coming from minorities, while white and middle-class births were a smaller percentage of the birth cohort. By 1979-1980, the birthrate began to increase again, but not at the same high levels, and will probably continue to increase until the Baby Boom females move out of the child-bearing years. An increased percentage of new births are projected to be ethnic minority.

- Minorities of all ages will constitute 20 to 25 percent of the nation's population by 1990. Among the youth populations, percentage of minorities will be over 30 percent. By the year 2000, 53 major American cities will have a "minority majority" in their populations. While Texas, Florida, and New York will experience increases in both Blacks and Hispanics, California will have increases primarily in Hispanics. According to the Center for Continuing Study of the California Economy, ethnic minorities are projected to constitute 45 percent of the state's population by 2000, up from 33 percent now. Approximately, 28 percent of the state's population will be Hispanic, 10 percent Asian, and 7 percent Black. During the next seven years, half of the state's population growth will be comprised of Hispanics and another one-fifth will be comprised of Asians.

- Assuming no change in immigration laws, the relative number of minorities among the younger age groups will be increasing, especially among Hispanics. The undocumented alien population nationally will number about ten million people in the early 1990s, and will be primarily young and Hispanic. Hispanics, who already are the second largest and the fastest growing ethnic minority in the United States, are projected to become the largest during the 1980s.

- California's aging trend corresponds to the national trend. The U.S. Census Bureau projects that the median age nationally will rise from 31 to 36 by the end of the century. The Center for Continuing Study projects that by 2000, the median of non-Hispanic Whites will be 40; of Hispanics, 28.3; of Blacks, 33.9; and of Asians, 32.7.

- In the next century, those 65 and over will account for more than one of every five persons and will alter the way the United States lives and works. The Census Bureau projects that in the next 50 years the number of Americans 65 and over will more than double from 26.8 million today. By 1990, there will be 30 million people over 65; by 2000, this number is projected to increase to 65.8 million. The number of people 85 and older is likely to double to 5.1 million. As a result, programs and services designed for senior citizens -- such as medicare, social security, housing, and social services -- could comprise as much as 65 percent of the federal budget compared with almost 28 percent today. Also, tomorrow's elderly are likely to be more physically active and more productive throughout their lives. Many will work at full or part-time jobs in their seventies, as medical advances reduce illness and disability. The concept of retirement age may even cease to exist. Discoveries in genetics and immunology are anticipated to slow the aging process itself and increase life expectancy.

- Current projections are that the U.S. will achieve zero population growth by the midpoint of the 21st century. By 2033 Third World nations will claim 85 percent of the world's population, projected to reach 8.7 billion as compared to today's 4.4 billion.

The Way We Will Be – Lifestyles

- Many urban futurists forecast that the U.S. population will become more spread out in the 21st century. As improved communication techniques allow businesses to decentralize and disperse operations to more locations, more people will choose to live where they want instead of where they are required to live because of their jobs. Large, self-contained "satellite downtowns" will increase in numbers. As a result, big cities will become less congested, as fewer people are required to crowd into central business districts. Large, aging cities, especially those in the Northeast and Midwest, will continue their downward spiral, with vast neighborhoods housing only the least mobile of Americans -- the poor, the elderly, and the new immigrants.

- Today's trend toward later marriage is expected to continue, which may increase stability in marriage for many. However, futurists expect that there will be continued rising rates of divorce and remarriage, resulting in a redefinition of the concept of family.

- The 1980 Census reported that of those children being born in 1980, 48 percent would be raised by a single parent. By 1990 up to 50 percent of all children will have experienced divorce and remarriage in their families. If the present trend continues, the next century will see a dominance of step-families and extended family networks.

- Sociologists forecast an increase in and acceptance of more diverse lifestyles. As people become more cosmopolitan and more world oriented, interracial and intercultural marriages will increase. There will also be a growth of "nonfamily" households -- group marriages, gay parents, unmarried couples, communes of close friends, and a growing number of single parents.

- Changes in family structure will result in the emergence of new personal roles. People may be subject to "overchoice" with resultant anxieties, sorrows, and loneliness. Various social and religious institutions will play an increasingly important role in assisting individuals to adjust to the new values in personal and family lifestyles.

- By the turn of the century, two thirds of American wives and most female single parents will hold full-time jobs. As a result, sex roles will become more blurred both in the workplace and in the home. Furthermore, pressure will increase on government, industries, and private sources to provide or finance more day-care and after-school programs.

- Alvin Toffler, in his recent book, The Third Wave, forecasts that computers and advances in telecommunications will transform the home into the workplace for millions of Americans. His transformed home environment or "electronic cottage" will shift millions of jobs out of the factories and offices of the industrial economy's Second Wave back to where they were during the agrarian First Wave -- the home. Individuals, couples, or even family units will elect to work at home aided by sophisticated computers and telecommunication devices. Toffler concludes that such a shift will result in greater social stability, less forced mobility, less stress for individuals, and fewer transient relationships. However, other futurists, such as John Naisbitt, conclude that advancements in high technology must be accompanied by compensatory human responses or "high touch" components, or the new technology will be rejected. The human contact in the workplace will remain important to workers, especially as applied technology will allow workers greater diversity, flexibility and individually-tailored work arrangements.

- The electronic technology of the next two or three decades will revolutionize the way Americans are entertained and informed. Videodiscs will allow libraries to store information now contained in hundreds of books; computers will simplify and accelerate retrieval of information. Visual arts, music -- the entire entertainment industry -- will be revolutionized through the use of computers.

The New Work

- The United States has lost its industrial competitive advantage. Heavy industries -- such as steel, autos, rubber, and shipbuilding, and labor-intensive manufacturing industries -- have suffered from intense foreign competition, obsolete plants and machinery, the impact of automation and slowness to restructure, high labor costs, and low productivity and quality. Forecasts are that low-skill, labor-intensive industries will continue to shift operations to third-world, emerging nations. By the end of the century, the Third World will make 25 percent of the world's manufactured goods. The result of this shift has been massive lay-offs in American heavy industries -- a condition which is expected to continue through the 1980s.

- The American economy will continue its shift from an industrial to an "information" and service-based economy. Within thirty years eight out of ten workers will be employed in technological fields or in providing services and information to society. The United States will never return to its previous status as an industrial nation. According to John Naisbitt, the strategic resource in the industrial society was capital; the strategic resource in the "information" society is data knowledge. Both are not only renewable but self-generating.

- Because the significant resource of future industries is not capital, but information (which is more accessible to greater numbers of people), throughout the rest of the century there will continue to be an explosion of entrepreneurial activity in the United States. There will be dramatic increases in the number of new small firms which will provide the majority of new job opportunities. Large institutions, if they are to survive, will restructure to encourage entrepreneurial activity within their institutions.

- The survival of U.S. firms in a tougher international market will depend on the greater willingness of American companies to take long-term investment risks, even at the expense of short-term profits.

- For the forseeable future, domestic and international economic competition, robotization, the application of new technologies, the relocation and restructuring of businesses and industries, and the massive shift to a service-based economy will continue to result in the displacement annually of hundreds of thousands of workers.

- This displacement will lead to massive unemployment in some industries and shortages in others, making retraining the imperative of the 1980s. While the applications of new technologies will eliminate millions of jobs and profoundly change the nature of work in the factory and the office, the Bureau of Labor Statistics projects shortages of computer operators, systems analysts, technicians, machinists, television and radio repairers, maintenance electricians, and other skilled workers by 1990. Therefore, retraining programs which will involve private industry, government, and organized labor will become an integral aspect of future work patterns. Those who find it difficult to adjust to change or who are unable to learn new skills may find themselves with unsought leisure.

- One factor which may ease high unemployment by the 1990s is fewer young adults entering into the labor force because of the low birth rates in the 1960s and 1970s and the maturing of the baby-boom generation. However, the reduction of new young entrants into the labor force will increase the need for retraining older workers.

- Ninety percent of the workforce in 1990 is already at work today, and close to half of the remainder will be minorities. Retiring white workers will find themselves increasingly dependent on a work force heavily composed of minorities to pay their Social Security trust funds. Businesses seeking new employees (which they will do with great intensity by 1990) will be increasingly dependent upon minority workers and on the educational system that educated them from kindergarten through college.

- The uneven distribution of job opportunities in the United States will continue to cause mass migrations throughout the 1980s and the 1990s, especially to the "sunbelt states" such as California, Texas, and Florida. California will remain attractive to new industries because of its geographical advantages, its amenities, and its comparatively well-trained labor force.

- California has an "emerging industrial-information economy." Currently, California has 25 percent to 30 percent of the nation's high-technology jobs, even discounting the aircraft and space industries. Furthermore, over 700,000 California workers (about 7 percent of the work force) are already in technically oriented industries -- primarily computer, electronics, and aircraft. One of California's largest growth sectors is the production and application of new technology. In the 1980s changes in employment resulting from technology are likely to be more oriented toward electronics, software, and electronics applications industries.

- The American economy is quickly shifting to a global economy. The next decade will see not only increased foreign competition but also an increase of international cooperative ventures and production sharing. California, as a gateway to the Pacific Rim nations, will become a trend-setter in cooperative international ventures.

- The economic power of high technology will result not from its production but rather from its application throughout the rest of the economy. The penetration of high technology into the working environments of nontechnical personnel will be ultimately responsible for increasing American productivity and competitive advantage.

- During the next twenty years, scores of new occupations will emerge, reflecting advances in technology and health care and a growing demand for services and leisure activities.

- Demand for health services will increase as the nation's population grows and ages. New diagnostic tools will permit more medical treatment by paramedics, midwives, and medical technicians. Demand for doctors will begin to diminish while technical occupations in nuclear medicine, radiology, implantation, bionics, and the like will flourish. Geriatric workers trained to meet the physical, mental, and social needs of the expanding ranks of the elderly are expected to swell to more than a million by the year 2000.

- For the short-term, the expansion of high technology will have the effects of upgrading many occupations, raising skill demands in formerly routine jobs or creating new, skilled positions.

- In the long term, technology may split the American work force into two tiers: an upper tier which requires more education, and a lower tier which requires less education and at the same time provides fewer opportunities for job mobility. This forecast is supported by numerous research studies such as the following two examples:

  - The U.S. Department of Labor projects that the fastest growing occupations in America are in low-paying, service-industry categories. Few of these jobs require four-year degrees; some have no educational prerequisites beyond high school.

  - A 1983 Stanford University study concludes that production in the high-technology industry will account for no more than 10 percent of American employment in the forseeable future. High technology professions are not the fastest-growing occupations in the next ten years. Of the twenty occupations expected to generate the most jobs, not one is related to high-technology. Only two (teaching and nursing) require a college degree, and the top eight -- in numbers of new jobs: janitors, nurses' aides, sales clerks, secretaries/typists, cashiers, and waiters/waitresses, assemblers, and mechanics -- require little or no training beyond the high school level.

    Stanford University researchers Levin and Rumberger contradict another fashionable assumption about high-technology: that colleges and universities should place more emphasis upon high-technology training. The researchers conclude that high-technology industries will undergo the same displacement phenomena as the current labor-intensive industries. They predict that future technological advancements will routinize tasks now performed by skilled workers, and except for a relatively small number of highly specialized positions, future "high-tech" fields will not require higher level skills.

    The conclusion reached by these researchers is that it would be a mistake for colleges to turn into "cram academies for a single generation of computer specialists." Instead, they advise students and educators to emphasize acquisition of the basic learning skills and a general education.

    > "Since we cannot predict in any precise sense...what characteristics of jobs will be over a forty-year working life, it is best to provide students with a strong general education and an ability to adapt to a changing working environment. Such adaptation requires a sufficient store of information about culture, language, society, and technology as well as the ability to apply that information and acquire new information." (Levin and Rumberger, 1983.)

The Changing Work Environment – Some Predictions

- The major source of new workers for the American economy in the 1980s will continue to be women. Almost one million more women will enter the work force each year for the balance of this decade; they will constitute two of every three new entrants.

- Fewer young workers will enter the labor force as the population between the ages of sixteen and twenty-four declines.

- The skill capabilities of young labor force entrants will continue to be a significant issue as represented by the decline in overall achievement scores; furthermore, a larger portion of labor force entrants will come from disadvantaged population groups.

- As the American economy becomes even more complex, there will be a corresponding increase in the minimal skill requirements for workers. Those with educational deficiencies and minimal skills increasingly will be unable to participate successfully in the labor force. Presently, one in five American adults is functionally illiterate. Pat Choate, author of Retooling the American Work Force, apparently disagrees with the conclusions reached by the Stanford University researchers. He asserts that improving the basic reading, writing, and computational skills of functionally illiterate adults will not be sufficient for the labor force needed in the 1980s and 1990s. Potential workers must be able to read at advanced levels, think critically, solve problems, synthesize, and communicate effectively with co-workers verbally and in writing.

- Training and retraining will be a life-long process. Few workers will hold one job for life. The average worker in the United States will make 5 to 6 career changes and 18 to 20 job changes before he or she retires. Many workers will take mid-career sabbaticals in order to acquire new skills. The linear notion of first education and then job, will be replaced by a life-long agenda, where education and work are interspersed.

- Technology has made the pyramid organizational structure obsolete. The next decade will see a basic restructuring of the work environment, from top - down to bottom - up. Employees in many fields will have a bigger role and a bigger stake in decision-making. Worker-participation schemes similar to the Japanese quality circles will enhance labor-management communication. Employee relations and labor union representation will undergo transformations as greater emphasis is placed upon productivity improvement, participatory management, and worker satisfaction.

- As the United States adjusts to the shift from an industrial to a technological/information services-based economy, and with higher levels of productivity resulting from increased automation there will be wider use of job sharing, flextime, and other innovative work schedules. The average work week will be down to 30 to 32 hours by the year 2000.

- Service jobs of all types -- stockbroker, banker, financial counselor, hotel employee, restaurant worker, entertainer, and artist will abound as Americans become more affluent and have more leisure time.

The World of Education

- National school populations have shifted enormously by race in the last decade. Currently 25 percent of all public school students in the United States are from minority backgrounds; however, in many states the percentages are much higher. For example, 46 percent of public school students in Texas are minority, 43 percent in California, 32 percent in New York State, 33 percent in Arizona and Maryland, 57 percent in New Mexico, and 35 percent in all Southeast states. These percentages are projected to increase during the next decade.

- Because American public schools are now heavily enrolled with minority students, it will be important that the higher education community does everything possible to make sure that the largest number possible of minority students do well in public school and thus become college eligible. If this does not occur, and significant numbers leave the public schools before graduation or graduate without the aspirations for college, the potential decline in the college age cohort could amount to nearly half of the present college student population. Furthermore, if these minority youth fail, do not become employed, and require welfare, the United States economic system will not be able to function. Therefore, the nation's economic welfare and intelligent self-interest dictate that educational and public policies will take greater emphasis on the success of these minority youth populations.

- Nationally, the decline in public school enrollments is beginning to bottom out. Enrollments already began to increase in K - 4 in 1983; increases will occur in grades 5 - 9 in 1986 and 9 - 12 by 1990. On the other hand, higher education has begun on the decline path that the public schools have trod for a decade. The decline will bottom out for postsecondary education around 1998 when high school graduating classes start to increase nationally. However, there will be a greater variation in high school graduates regionally, depending upon migration patterns and birthrate patterns. For example, colleges in the Sun Belt are expected to have the smallest losses in the number of high school graduates. On the other hand, many "Frost Belt" states will suffer a 40 percent decline in youth eligible to attend college. For example, in the Philadelphia area, where there are over 70 institutions of higher education, the decline in youth eligible to attend college is projected to be over 50 percent.

- The numbers of the traditional college students -- the eighteen to twenty-four year old full-time attendees -- will fall dramatically between now and 1995. Therefore, to maintain their enrollment levels, four year colleges and universities will more aggressively seek to attract older, part-time students, thus directly competing with community colleges who have traditionally served this group.

- With decreasing enrollments, postsecondary schools will be increasingly aggressive in recruiting students who have been traditionally underrepresented: Blacks, Hispanics, residents of aging central cities, and older students.

- Declining enrollments will increase concerns for retaining present students. Greater efforts will be made to assist students with academic difficulties and inadequate high school preparation as well as sustaining the enrollments of students in good academic standing. As students increasingly adopt a "stop in-stop out" approach to education, new methods will have to be developed to keep track of these students, to sequence classes, to facilitate admissions, and to find effective methods of communication with these students and inform them of educational opportunities which may interest them.

- The number of traditional, young adult, full-time vocational students will decline throughout the 1980s. However, there should be a sharp rise in new candidate populations. Most notable among these groups will be adults who are thirty and older, especially women entering and re-entering the labor force; women currently holding part-time jobs; and both men and women seeking to upgrade their skills and make mid-career changes. Many of these students will be more interested in acquiring skills than in obtaining credit for courses. Of all the vocational/occupational education providers, community colleges will remain best suited to meet the needs of these groups if they can provide the programs that respond to the job entry, transition, and in-service requirements of workers and industry.

- The continuing rapid changes in knowledge and technology, the increasing competition for good jobs and promotions, and the influx of nontraditional students all indicate that in the next decades we will see a much greater emphasis on continuing adult education. More states are requiring that licensed professionals periodically take additional courses. Another emerging opportunity will be continuing general education for adults. More adults, whose previous educational programs have emphasized specialized career training, will seek occasional courses from the liberal arts and sciences to enrich their lives. (Millet, 1977.)

- In the 1980s Congress is expected to enact legislation making special tax credits available to pay for continuing education of employees at the work site. Postsecondary institutions, through cooperative ventures with business and industry, will provide much of this short-term occupational training in-house or through educational contracts. Vocational education throughout the 1980s and 1990s will play a greater role in post-secondary education than presently. Increasingly, availability of federal funds for vocational education will be contingent upon these programs' ability to demonstrate cooperation and involvement in state and local economic planning. A major emphasis in the 1980s for vocational education programs will be close working relationships with business, industry, labor and other organizations to provide personnel and facilities for educational programs for employed individuals who need retraining or want upgrading.

- The emphasis in federal vocational education legislation will continue to be on increasing equity, providing services to groups with special needs, and overcoming sex stereotyping.

- While vocational education programs have always been held accountable for placing program completers in jobs relevant to their area of training, accountability will assume greater importance throughout the 1980s. Vocational education programs will be required to reflect a high degree of awareness of the local and state job market and to demonstrate their effectiveness in order to continue to receive federal and state funding. Declining resource levels will also lead to tighter accountability for all postsecondary education programs at both the state and local level.

- As a consequence of a greater emphasis on educational accountability as well as an increased need for flexibility to respond to the diverse educational objectives of students -- especially older students returning to retrain or upgrade skills -- there will be significant changes in the way degrees and certificates are awarded. More degrees and certificates will be awarded upon satisfactory demonstration of achievement of specified outcomes, e.g. levels of skills or application of values and knowledge. The order in which studies may be undertaken may no longer be as significant a factor -- only the final demonstration of achievement.

- To respond to the educational needs of continuing education students, many colleges will provide a much greater variety of time formulas for courses -- classes that meet early mornings, evenings, or weekends; courses lasting only one, three, or six weeks; and other variations. Also, courses may be offered in a greater number of off-campus locations for the convenience of the new student-consumers. Adapting times, places, and formats for course offerings may become more important in addressing the needs of nontraditional students than introducing new programs and courses.

- Education over the next 50 years will become a lifelong pursuit in every conceivable location as the result of computer technology and the need to stay abreast in an era of "information explosion." The use of computer technology will undoubtedly result in an increased emphasis on individualized instruction. In elementary and secondary schools, curricula will be tailored to match stages of brain developments.

- The forces of change will place a much greater emphasis on faculty development and evaluation in higher education. As faculty members find fewer opportunities to move to new institutions and stay in the same institutions longer, they will find it necessary not only to remain current in their subject areas but also add new skills, such as working with computers. Also, faculty development needs will escalate to include developing new allied fields and developing different ways of teaching, advising, and working with nontraditional students. Furthermore, even more changing and conflicting demands will be placed upon faculty. Faculty will increasingly be asked to shoulder a greater responsibility in maintaining student enrollment; to participate in institutional governance; and to participate in research, community service activities, and curriculum development. Some faculty may even undertake complete retraining for second careers in higher education.

- In responding to significant increases in enrollments in the 1960s, many postsecondary educational institutions hired faculty in a small "age lump." In the next 10 to 20 years, many institutions will find this same "age lump" retiring in a very short time frame. According to Harold Hodgkinson, some institutions will lose 50 percent of their faculty in a single five-year period. The same trend appears imminent for California Community College faculty. According to staff data available from the State Chancellor's office, in 1983-84 over 21 percent of full-time community college faculty are in the retirement eligible cohort, 55-69 years, and 52 percent are in the middle career cohort of 40-54 years. Unless great care is taken to do serious contingency planning, an upsurge in the volume of retirements will create sudden, large gaps in the full-time teaching ranks and faculty shortages in selected areas.

- By the turn of the century some educators forecast a shift away from engineering and other applied technological fields since computers will be able to perform much of the problem-solving involved in these occupations. Instead, the focus will be on reasoning, with emphasis on the basic subjects of math, chemistry, physics, and English. With so much information stored in computers -- rather than in individuals' heads -- employees will be valued not for possessing information but for their ability to analyze and use it.

- The fragmentation of thought which paralleled the fragmentation of tasks needed for an industrial society may be incompatible with the growth of communication technology and the consequent need for appropriate integration of rapidly expanding knowledge and information. As a result, there will undoubtedly be an increase in integrated and interdisciplinary program structures which may, in some cases, replace compartmentalized education. There will be a greater need for synthesis of educational experiences and holistic approaches to problem solving, work, work ethics, personal value systems, and adaptive living. Both occupational and general education programs will need to address this issue.

- As the need for greater structure of knowledge resulting from the "information explosion" occurs (by 1985, the volume of information will be somewhere between four and seven times what it was only a few years ago), there will be a need to restructure the traditional methods of transmitting knowledge to students. For example, in general education programs, there will probably be a revitalization of course work or blocks of study organized around themes, problems, or issues, which would integrate concepts or approaches of a number of academic disciplines.

- Limited resources in higher education may result in more new programs using present courses from different disciplines in different combinations. Interdisciplinary courses may provide coverage in such new fields as environmental studies, urban affairs, and mass communications. Rather than creating new departments, new major programs may be established by bringing together faculty and courses from existing departments.

- Because of the rapid changes in business and industry and with workers expected to change careers five times during their working careers, there will be a moving away from the specialist who is soon obsolete to the generalist who can adapt. Therefore, general education programs will have to provide students with the learning and intellectual skills -- thinking, reading, and writing, and an understanding of the different intellectual approaches needed for different disciplines -- as well as specific course content so that students will have the tools to adapt to new occupations and become self-teaching individuals as they progress through their careers. One of the principal outcomes of education will be "learning how to learn."

- Reversing recent trends, employment opportunities for liberal arts graduates will probably increase during the next decade because of continued growth in the service industries which find that the communication skills or artistic abilities of these graduates are useful. Many large companies now consider liberal arts graduates "more marketable" than previously.

- With the United States' shift from a national to a global economy, postsecondary education will play an increasingly important role in educating students to develop a "global mentality." Students may need to become bi-lingual or multi-lingual, to develop a greater understanding of and sensitivity to different cultures, values, and lifestyles, and have a broader understanding of the global political, social, and economic issues which will affect their lives.

- The next decade will see a serious review of educational priorities on the state and national level by both public and private sectors. An increasing concern about the shortage of workers possessing skills that are critical to the economic future of the nation such as engineers, scientists, and technicians when there is an overabundance of professionals in other fields will lead to debates about rechanneling human and fiscal resources.

- Throughout the 1980s the energy crisis will continue to grow in seriousness. Alternate energy resources and energy conservation will become one of the most critical issues in the next decade with no foreseeable resolution. Community and technical colleges will develop programs to teach adults about energy conservation methods. By 1990, almost 25 percent of the course content in vocational programs will consist of instruction related to energy conservation. As diverse energy sources become economically feasible, much of the training for occupations in these fields will become highly specialized. Vocational education programs will assume a major training function in this area.

- Public concern for the quality and relevance of postsecondary education will be an important consideration throughout the 1980s and could have a dramatic impact on curriculum and public funding support.

- In the new era of growing public concern about efficient use of limited resources and student outcomes and increased competition in higher education, colleges and universities will have to place greater emphasis on accountability and quality of programs and services. Colleges will need to devise new or improved ways of evaluating programs in terms of viability and cost, strengths and weaknesses, and student achievement. Evaluations of programs and services will focus more on identification of needed improvements, will serve as a guide to efficient allocation of scarce resources and will become an increasingly important tool for analyzing institutional changes and for long-range planning.

- Given the growing tide of fiscal conservatism, it is likely that less public money will be available for postsecondary education. Of the available resources, more money will be given proportionately to K-12 public schools to fund educational reforms.

The Educational Market Place

- Today, about 12 million people attend colleges and universities in the United States. However, another 46 million adults are being educated by other services providers. Business corporations currently train 10 million people, two-thirds of which are taught in-house by their own teachers. Non-profit organizations and agencies such as the United Way train additional millions; the military trains approximately four million; the federal government trains approximately half of its 15 million workers each year; and finally the proprietary postsecondary institutions train substantial numbers.

- Fourteen corporations in the United States are accredited to run their own educational programs and ten of these offer degrees. Over 200 corporations operate degree-programs jointly with colleges and universities, literally bringing instruction to the job. Corporate leaders are now operating on the principle that human investment is most important and furthermore, that it is important "not to work harder, but to work smarter."

- If community colleges are to remain viable institutions in the coming decades, they must monitor the activities of other educational providers, coordinate their work with many of these institutions, and enter into alliances with others.

- The armed forces will probably expand their role as a provider of occupation education. Should high unemployment continue and should the United States adopt a National Service model, more young people will enlist in the armed services with the expectation of receiving occupational training during their stay.

- Business and industry are likely to become even stronger forces in occupational training. Many more companies are likely to offer their employees opportunities for retraining or upgrading skills -- particularly as young labor market recruits become harder to find, as long term employees find more dissatisfaction with their current jobs, and as sophisticated new technologies offer more efficient ways to accomplish certain tasks and make employees' skills obsolete. A substantial increase of in-house training programs is expected, which will be in direct competition with other vocational education programs, especially community colleges. Concurrently, an increase in business tax credits for retraining programs and tuition aid programs for employees may stimulate many more joint enterprises between business and community college occupational training programs.

- As the traditional college age group decreases in the 1980s and 1990s, four year colleges and universities, in an attempt to maintain their enrollments, will offer more short-term certificate programs which have traditionally been the province of community colleges and private occupational training institutions.

- Universities may find it increasingly beneficial to experiment with "upside-down" curricula in which students will complete their lower-division general education at a university campus and then transfer to a community college for occupational training. Such developments will require close cooperation between four-year institutions and community colleges.

- Unless there is a serious effort on the part of local state, and federal government to consolidate vocational training efforts, in the short-term there will probably be a proliferation of non-profit community agencies providing occupational training and basic skills instruction to specially targeted groups.

- Signs point toward a shift in institutional authority away from public and nonprofit institutions toward the private sector. Postsecondary institutions, according to the prevailing view, are among those institutions that will be adversely affected. As John Naisbitt, author of Megatrends, asserts, "As our school systems fail us, corporations will become the universities of the future."

Conclusion – Choices To Be Made

The range of future conditions listed above suggests that the future offers many possible scenarios and represents as many educational challenges. Which version of the future is correct? Futurists do not provide us with such a comforting or discomforting conclusion. Instead, what their methods and work infer is that developing a futurist perspective requires the ability to work with ambiguity, contradiction, and variety; the ability to identify past and present trends and extrapolate into the future; and the need to remember that change begets change and can result in consequences that are both anticipated and unanticipated. This type of attitudinal adjustment required for studying the future is just as important for educational planners. In developing a planning process to manage change and to avoid Toffler's future shock, the following futurist principles forwarded by Frederick Brodzinski, chair of the Task Force on Alternative Futures of the American College Personnel Association, may be useful:

- The future is determined by a combination of factors, not the least of which is human choice. What we decide today will have a significant effect tomorrow. We must recognize, as Dickson asserts, that we are, "Creating the future right now with our present decisions, discoveries, policies, actions, and inactions." (Dickson, 1977, p.6.)

- There are alternative futures. There is always a range of decisions and planning choices. We must seek out and determine these choices and select the best possible alternative.

- A college is an interdependent, interrelated system. Any major decision, development, or force that affects any part of the system is likely to affect the entire system. Therefore, a college's personnel must be aware of changes not only within their own area, but in other areas within the institution.

- Tomorrow's problems are developing today. Minor problems ignored today may have catastrophic consequences five years from now. Similarly, opportunities not seized today may affect the health and vitality of the institution five years from now. The near future must be an integral part of current decision-making.

- We should regularly develop possible responses to potential changes. We should monitor trends and developments and not hesitate to use the collective creativity and judgment of our staffs to develop forecasts, projections, and predictions.

The Carnegie Council on Policy Studies in Higher Education also stresses the importance of sound educational choices based upon a careful analysis of future conditions. In Three Thousand Futures -- The Next Twenty Years For Higher Education, the final report of the Carnegie Council chaired by Clark Kerr from 1974 to 1980, the Council concludes that what happens in higher education in the next two decades "will be the result of external forces and internal choices." While the future holds many unknowns, "it also holds a range of already known choices that can be made (in selected areas) ...to affect the welfare of higher education." The Council identifies the following ten areas, the first eight of which have particular relevance for community colleges:

1. Quality. Colleges "can make up more of the deficiencies accumulated in the high schools ...by improving the quality of their instruction." Also, they can strive to improve the qualifications of their graduates who plan to become teachers. "We should consider a desirable goal for the year 2000 to be a return to the academic quality level of 1960 in the achievement capacities of college graduates ...Qualitative growth should replace quantitative growth."

2. Balance. "Five mainstreams of intellectual activity constitute the central agenda of higher education: teaching and scholarly work in the sciences, the social sciences, the humanities, the creative and performing arts, and the professions ...Each institution should define and seek to achieve its own chosen 'balance'." The Council's main concerns in this regard are: "(1) that the humanities are often unduly neglected, and (2) that the creative and performing arts , given the new interest of students in the qualities of their lives, may still be subject to further expansion ...The vocational emphasis of today may pass."

3. Integrity. Deterioration of integrity is noted in: "grade inflation, reduced academic requirements, low-quality off-campus programs, false promises by institutions, cheating, vandalism, and student defaults on loans." There is a need to rebuild public confidence in higher education. "Each institution needs to examine its own conduct."

4. Adaptation compatible with the academic standards and community character of each college. "The primary areas which may require adjustments are admissions, retention, programs, and schedules."

5. Dynamism. This institutional quality needs to be actively encouraged in order to counteract the tendency toward preservation of the status quo which accompanies the absence of growth.

6. Effective use of financial resources. Mechanisms need to be found to cut costs without harmful long-term effects. "The two major ways to reduce costs are either by lowering the real levels of faculty salaries or by raising the student-to-faculty ratio ...Ajudicious increase in ratios, at least in large institutions, may be both preferable and more politic ...This has been the more common choice over the past decade." Also, consideration should be given to more consortia, more year round use of resources, and "policies by states which allow institutions to keep the results of their cost-saving efforts to use on new programs."

7. Financing. "All institutions should to seek to maximize their private sources of funds."

8. Leadership. Boards of trustees need to look for "leaders rather than survival managers" and "stand behind presidents who do well what the board has asked them to do."

9. Preservation of private colleges. State support will be required to accomplish this goal, "particularly through the tuition scholarships based upon student need."

10. Basic Research. The United States is losing its historic pre-eminence in most areas of scientific research.

In addition to these ten areas, the report also notes that the future "will be substantially affected by what individuals and institutions decide to do." It encourages institutions not only to address those areas such as institutional quality and integrity -- areas of self-determination -- but also to think about the knowns and unknowns and how institutions may react to these developments and possibilities. Specifically, the Council recommends that institutions consider the following:

- Think about what is already determined such as the sizes of age groups that contribute to enrollments, the faculty, the buildings, the universe of competitive institutions, the methods of governance, the accumulated heritage of the society.

- Think about what is likely but not certain to change such as (1) a more favorable labor market for young persons and a higher rate of return on their investments in a college environment; (2) the further professionalization of American society; (3) greater competition for public funds that now support higher education.

- Think about what might happen -- both for the better and the worse -- that is now unknown such as great new technological advances, a major war, a major depression, or continuing high-level inflation.

- Think about the resources at hand such as institutional values and public policies, leadership, and the talents and expertise of existing staff -- resources that determine an institution's ability to respond successfully to future challenges.

Finally, the Council also recommends that institutions observe the importance of setting goals for "where we would like to be 20 years from now in higher education, if we are to guide our own future."

The foregoing principles and recommendations suggest a means of dealing with the future in the present. They also suggest the need for the entire District staff -- from classroom instructors to District management -- to work cooperatively to develop a proactive approach to change. The uncertainty of the future demands that the District maintain a flexible planning process and continuously monitor trends and potential developments. As more and better data become available, the District may need to adjust its directions accordingly. The future will arrive on time. Will we have played a significant role in determining what that future will be?

CHAPTER THREE

PLANNING IMPLICATIONS: SOME QUESTIONS FOR DISCUSSION

PLANNING IMPLICATIONS: SOME QUESTIONS FOR DISCUSSION

Chapters 1 and 2 of Directions for the '80s provide a context for the District's planning efforts. However, the planning information and analysis provided in these chapters can only supplement the type of careful deliberation and individual and collective judgment that is required to determine the implications and inferences of these trends for the District. District staff, as a prelude to their planning activities should use these resources to determine what institutional responses are needed and what courses of action are possible and preferable. To assist in this task, the following questions provide a focus for many of the issues raised in the preceding chapters. While these questions are far from exhaustive, they should serve as a catalyst to stimulate the type of thoughtful discussions in which District staff should engage in the coming months. From such discussions will emerge an identification of planning and policy implications, the overall directions and strategies the District may pursue throughout the 1980s, and suggested areas for further research.

San Francisco – Demography and Economic Climate

Demographic Trends

- Population projections indicate a slight decline in San Francisco's total population but significant shifts in age groups, with the population on the whole getting older. For example, those persons in the traditional college age cohort, the 18-24 year olds, and the 25-34 year olds are projected to decline significantly, while the 35-44 year olds are projected to increase rapidly.
  - What changes in the District's educational programs and student services are indicated to accommodate these changes in age groups?
  - Should the District provide more continuing educational opportunities for San Francisco's older adults?
  - What strategies should be developed to attract and retain the traditional college age cohort?
  - Will the District have to make significant changes in its program offerings to accommodate the age cohorts who may seek occupational training or re-training opportunities?

- San Francisco's population mix has changed significantly -- more minorities, more singles, more older adults, a continuing influx of foreign born, a greater diversity of lifestyles, and many low income, disadvantaged, and occupationally unskilled residents.
    - What adjustments, if any, need to be made in the District's educational programs and services to meet the needs of these diverse clienteles?

Employment Trends

- The San Francisco Community College District was able to respond to most of the educational needs of business and industry within its service area in the 1970s. If it is to continue to do so in the 1980s, in a time of declining resources, what strategies need to be developed to meet on-going and emerging needs?
    - Should the District conduct periodic needs assessments to determine employers' training needs, job trends, employee turnover rates, business recruitment practices, or employment projections by job category or should the District rely on organizations such as the Private Industry Council, Employment Development Department, or the Chamber of Commerce to provide this information? Should these assessments be regional as well as local?
    - Should the District develop contract courses, seminars, and workshops for and with business and industry to provide employee development and training?
    - Should the District make a greater effort to tailor its occupational offerings to meet the labor needs of San Francisco business and industry? Should such an effort be made in some sort of partnership relationship?
    - Should the District make greater efforts to attract "commuter" students?
    - What should be the District's role in addressing pressing community problems such as unemployment, underemployment, economic development, regional economic trends, and other public policy issues?

San Francisco Community College District Profile

Student Characteristics

- Presently the District relies on the SIQ (Student Information Questionnaire) and enrollment data to obtain information about student characteristics.
    - Should a standard district-wide reporting system be established, within a reasonable cost, to obtain consistent and comparable information on student characteristics and attendance data?
    - What additional information should the District gather about student characteristics and student progress to improve its program review and planning efforts?

- District data on the participation rates of various ethnic groups indicate that Blacks, Hispanics, and Whites are underrepresented in programs both at City College and the Centers. What strategies, if any, should the District develop to increase enrollments of such underrepresented groups?

- Given recent trends toward more part-time students, older students, more minority students, more woman students, and more underprepared students what are the implications for instructional course offerings, modes of instruction, and student services?

- Federal and state financial aid assistance has not kept pace with inflation and increased student need. The recent imposition of mandatory student fees at City College complicates this issue significantly.
    - What strategies need to be developed to provide more financial aid to low-income students? Should there be a concerted effort to obtain additional state and federal funds as well as private and corporate scholarships?
    - Should business and industry play a more active role in providing financial assistance to students?

District Staff

- What strategies should be incorporated into the District's planning process to increase both the level of job satisfaction and staff performance?

- What skills will the District staff -- administrators, faculty, and classified staff -- need in the next five to ten years to keep them abreast of technological changes, changes in student educational objectives, and increased public interest in accountability and concern about student achievement?
  - What types of in-service training will be required? How should this in-service training be financed?

- Will the present administrative organizational structures at City College, the Community College Centers, and in the District Office effectively and efficiently meet the needs of the District throughout the 1980s? If not, who should be involved in an organizational review and in recommending changes?

- The Department of Finance projects a steady, overall decline in student enrollments for the District. Declining enrollments will have significant effects on staffing patterns, programs, and services and will have collective bargaining ramifications.
  - How should the District approach this problem?
  - Should the District develop additional policies to encourage early retirement?
  - What impact will declining enrollments and possible reductions in staff have upon affirmative action policies?

Educational Program and Services

- Systematic program review may indicate the need for expanding certain educational programs and services and consolidating, reducing, or discontinuing others.
    - What criteria, policies, and procedures need to be developed for such contingencies? Who should be involved in developing these criteria and policies?
    - What strategies need to be developed to provide retraining opportunities for faculty and administrators who are involved in programs and courses which have declining enrollments or which are no longer considered essential to the institution's mission?

- Given the District's current and projected fiscal constraints, can it continue its instructional programs and services at its current levels?
    - How should the District determine what the appropriate program balance and educational priorities should be for the institution for the rest of the decade?
    - What should be the optimum size of the institution?

- San Francisco has several postsecondary institutions -- both public and private four year colleges and universities and proprietary institutions -- which provide similar instructional programs.
    - What comparative advantages will the San Francisco Community College District programs have over competing educational institutions during the next five to ten years?
    - What data is needed to determine the strengths and weaknesses of the District's programs and services vis-a-vis other educational institutions?

- What strategies should the District develop for its occupational programs to resolve problems caused by equipment deterioration and obsolesence and high replacement costs? Will it be economically feasible to provide "state-of-the-art" training for all occupational programs?

- The District's Educational Master Plan will set logical priorities for its facilities planning process.
    - What future changes in curriculum and instructional strategies will affect space utilization, space flexibility, and equipment needs in the District?
    - What strategies need to be developed to enhance full and complete utilization of the District's educational facilities?
    - What strategies and policies need to be developed to ensure that the District adequately maintains its current equipment and facilities given the projected fiscal constraints?
    - What future facility development should the District contemplate for the short-term? For the long-term? How might this facility development be financed?

- What additional efforts, if any, will the District need to make to ensure that students have the academic and problem-solving skills necessary to function effectively in a rapidly changing technological society?

- What strategies should be developed to enhance the institution's transfer function and to increase the quantity and quality of associate degrees and certificates awarded?

- Given the increasing diversity of present and potential student clienteles and the complex organizational structures in the District, what strategies need to be developed to provide more effective public information services?

Community College Finance, Public Policy, and Governance Issues

Finance

- How should the District determine budget priorities? Who should be involved in this determination?

- Should the District plan its budget based solely upon student enrollment and student interest?

- Should the District educational-planning budget process begin with a zero-based budget? What would be the advantages and disadvantages of this approach?

- Instead of relying solely on state apportionments to finance its educational programs, what other methods of obtaining additional revenues seem feasible for the District?

- What strategies should the District develop to increase local business and community support for stable and equitable funding for California community colleges?

- Is the process the District currently uses to allocate resources effective? If not, what changes are necessary?

Public Policy and Governance Issues

- What, if any, should be state priorities in funding community colleges? Should community colleges establish priorities for their missions and functions?

- How can the District more effectively monitor and influence state public policy issues which will impact the District's programs and services?

- What additional measures should the District take to respond to the increasing public concern about institutional accountability and efficient use of resources?

- How should the District respond to increased public concern about instructional quality and student achievement?

- What should be the appropriate division of authority and governance between local community college governing boards and state level boards and agencies?

A View Towards the Future: Forecasts and Projections

- To what extent can the District plan its future? What are the areas of self-determination -- those areas not entirely influenced by external forces? What contingency planning should be undertaken?

- What new institutional policies should be developed in light of the educational challenges facing the District in the next decades?

- What public policies should the District support?

- Should the District provide professional development activities that would assist faculty and staff in the study of issues important to the future of community college education? Should the District offer workshops to assist staff in developing and applying techniques of futures research in their planning activities?

- What additional research activities should the District undertake to ensure that staff are provided with current data and analysis of local, state, and national trends which may have educational implications for the District and for individual programs and services?

- What role should individual faculty, departments, and programs play in monitoring trends that may have significant planning implications for them? What information about possible future conditions would be useful to assist departments and programs in program review activities?

- To what extent should departments and programs develop short- and long-range alternative future scenarios to achieve the best possible future?

- When attempting to project future enrollments for the District, what factors need to be considered in addition to the size of various age groups or changing high school graduation rates?

- Given the projected shifts in age groups, what should be the future of adult continuing education or life-long learning in the District?

- Given an increasing student interest in "careerism," what impact will this shift have on District resources? Should student careerism influence the District's educational offerings?

- What responsibility does the District have to see that students have a "balanced" educational experience -- one that provides learning experiences in the "liberal arts" as well as specialized career training?

- What strategies should the District develop to help staff and students cope with the complexity and rapidity of change?

- What instructional strategies are needed to ensure that students learn and practice the skills of creative speculation and synthesis in order to anticipate scientific and technological advances, understand their social implications, and develop the ability to adapt to the unknown?

- If the axis of financial and political power, which is already shifting, is likely to be firmly established in the Pacific Basin, what educational implications will this have for the District?

- If the United States, and California in particular, continue to move toward a global economy, what types of linguistic, cultural, and business skills will future students need? Should the District develop international education programs to meet this emerging need?

- If the future of higher educational institutions will become increasingly dependent upon the success of minority populations in public schools, what role should the San Francisco Community College District play in ensuring that larger numbers of San Francisco's minority students are adequately prepared for college?

PART TWO

THE PLANNING PROCESS

CHAPTER FOUR

PLANNING DEFINITIONS AND PREMISES

PLANNING DEFINITIONS AND PREMISES

The San Francisco Community College District's new planning process began with Phase I in October, 1982. From the outset, that process was based upon the following operational definitions and premises:

Operational Definitions:

1. The Master Planning Requirement: The annual preparation of educational master plans is required by the California Education Code 70128 and Administrative Code, Chapter 5. The California Community Colleges Chancellor's Office is now in the process of developing a comprehensive planning model for community colleges. It is expected that this model will consolidate the various individual plans and reports that districts now submit to the Chancellor's Office and that submission of a district comprehensive or consolidated plan will be required in order to receive state apportionment.

2. Comprehensive Planning (from the Chancellor's Office FIPSE Project): Comprehensive planning is a coordinated process among all administrative units (in the state agency and districts) in setting forth: a) institutional goals and objectives; b) evaluative evidence to support the need for such expected processes and outcomes; c) explicit standards for program development and evaluation; d) documentation of anticipated resources, responsibilities, and schedules for implementation; e) methods and arrangements for program and student outcome evaluation; and f) periodic institution-wide reappraisals and plan revisions, if appropriate.

3. Master Planning: A process whereby an institution assesses its external and internal environment and develops a context for planning, and identifies the changes necessary in the institution to fulfill its appropriate role. This process allows an institution to establish an optimum alignment of environmental opportunities and constraints, the capacity of the institution, and the institutional mission to achieve its goals. Master planning has a broad focus and deals with substantive issues of purpose and direction. Master planning should be comprehensive where academic, facility, fiscal, and access decisions are interrelated and made simultaneously.

   Master planning is a continuous, dynamic process. The planning procedure is an iterative one of proposal, review, and approval within a hierarchy of goals and objectives.

4. Mission/Philosophy: A broad statement of an institution's fundamental purposes. It embraces the social and intellectual aspirations of an institution. The mission statement is a philosophical, value-oriented declaration that describes the continuing responsibilities of the institution and suggests their relative importance. The mission generally identifies the clientele the institution seeks to serve, its role, and its scope of activities.

   Elements of a mission statement need not be of equal importance. Identifying those elements which are most important will allow the mission statement to serve as a guide to set priorities for operational decisions. The mission statement might otherwise appear too ambiguous or too encompassing.

5. Goals: Goals are more specific than statements of philosophy or mission but are still general. Goals are the institution's desired end results set for long periods of time -- usually five, ten, fifteen years hence, depending upon the institution's planning horizon. Goals should transcend immediate social, economic, political, or cultural constraints and problems.

6. Strategies: A strategy is a broad plan of action to achieve a stated goal. Strategies are implementation plans which in broad terms emphasize directions for the institution. Institutional strategies must be subsequently translated into operational strategies that are suited to each organizational level and are compatible with the total institutional structures.

   The definition of strategy has broadened over time from one with strictly military connotations (planning and directing large troop movements) to one that encompasses the efforts of persons in any organization to see their enterprise as a whole; to envision the relation between the enterprise and external social, economic, and political forces; and to make decisions that create the best future for the enterprise in a changing and turbulent environment.

   Rumelt (1977) states that the basic task of a strategy is to frame an uncertain situation into more comprehensible subproblems or tasks that fall within the competence of the organization. Hosmer (1978) defines strategy as "a process which includes both the definition of the goals and objectives of an institution and the design of major policies and plans and the organizational structure and systems to achieve those objectives -- all in response to changing environmental conditions, institutional resources, and individual motives and values."

   According to Gunder A. Myran (1983, p.13.), the formulation of strategies takes place at both the institutional and planning unit (departmental or divisional) level. Institutional strategies can include these elements:

   - establishing and keeping current the college or district's philosophy and mission statement;

- articulating the desired future image for the college or district as a whole, based upon the philosophy and mission statement;
- analyzing planning unit (departmental or divisional) strategies to be certain that they are consistent with conditions in the external environment, existing institutional resources, institutional trends, and the existing institutional climate;
- integrating planning unit strategies into a mosaic that depicts the needs of strategic plans and the preferred future image;
- designing participative structures and incentives that will utilize staff talents and promote staff commitment to the achievement of institutional and departmental or divisional strategies.

At the planning unit (departmental, program, or divisional) level, the formulation of strategies focuses on the future of specific programs or departments. Ideally, these strategies are shaped to reflect the missions and plans of the district as a whole. Departmental or program strategies include:

- program and service development strategies,
- financial resource development and reallocation strategies;
- staff development strategies;
- physical development strategies;
- quality assurance strategies.

At the planning unit level there should also be a process that encourages the formulation of institutional strategies that will help shape a preferred future for both the unit and the institution of which it is a part.

The implementation of strategies involves the development and implementation of action plans that attend to organizational aspects of strategies: who will do what and when specific steps will be taken. Implementation should also include the development of a system to monitor progress of strategies and specific decision-making processes and the necessary evaluation of reconceptualization of strategies.

7. Objectives: Objectives are short-range, measurable, progressive steps toward attaining a goal. A series of annual objectives, for example, should lead to one's goal. Objectives are concise and specific, verifiable, understandable by those immediately affected, and may be targeted for completion by a specific date. Objectives emanate from institutional goals and strategies and must therefore be consistent with both.

Premises:

1. Planning is a systematic, continuing, cyclical process. Given the rapidity of change and uncertainty, the District will need a flexible "loose-leaf binder approach" to planning -- a process that allows for modification, updating and refinements. Its ongoing nature permits adjustments to accomodate unanticipated developments and to reflect periodic evaluations. The process will include strategic planning based on five to ten year projections and will provide a framework for short-term and day-to-day operational decisions.

2. The Product of Phase I is a "working-resource" planning document containing the District Mission statement, a clearly defined set of institutional goals, and background planning materials for use by District staff in future planning activities.

3. The planning process will have the broad based participation of all of the District's constituencies -- faculty, administrators, classified staff, students, and community and business representatives.

4. Educational planning relies upon an effective program review process. The planning process will be integrally related to program review, accreditation, and the budget processes.

5. The Educational Master Plan will serve as the foundation for informed decisions about resource/budget allocations, staff, facilities, educational programs and services, and the District's future directions.

CHAPTER FIVE

PHASE I: THE FOUNDATION FOR THE EDUCATIONAL MASTER PLAN

PHASE I: THE FOUNDATION FOR THE EDUCATIONAL MASTER PLAN

PHASE I PROCESS – BUILDING A CONSENSUS

In October, 1982 Chancellor Hsu established a District Planning Council to guide the development of the Educational Master Plan and to provide the mechanism for on-going continuous planning for the District after the Educational Master Plan had been developed. He also identified a faculty member from City College to coordinate the planning effort under the direction of the Vice-Chancellor of Educational Services. The Planning Council, consisting of two Governing Board members, faculty, administrators, and classified staff, met in October to review and approve the proposed planning process and timelines developed for Phase I. (See Appendix A for the Planning Council membership.)

The Planning Council also approved the establishment of six district-wide task forces to focus on the following areas:

(1) Instructional Services
(2) Student Support Services
(3) Facilities
(4) Fiscal Support
(5) Personnel
(6) Public Information

Each task force consisted of eighteen members representing faculty, administrators, classified staff, students, and community and business representatives. Each of the various constituencies appointed members to the task forces. (Task force memberships are included in Appendix B.)

The task forces began meeting in mid-November and continued on a regular basis through May of 1983. The task forces collectively devoted hundreds of hours to their work -- identifying issues, problems, and constraints for their specific areas; projecting needs; reviewing existing District mission statements, goals, and resource materials; and drafting mission statements, goals, and strategies.

Representatives of each task force met during the Spring semester, 1983 to draft a district-wide mission statement, which was subsequently reviewed by the task forces and then by the District Planning Council.

The District Planning Council convened for an intensive charrette session at the beginning of May to review drafts of the task force reports.

The task forces reconvened late in May to revise goals based upon the Planning Council's recommendations. These revised goals were then distributed district-wide for review. Recommendations and comments from the district-wide review process were incorporated by an editing committee which consolidated the materials for a final review by the Planning Council. The Planning Council met in June, September, and October of 1983 to review, modify, and approve revised task force goals and a proposed Phase II planning process, described in Chapter 6. The various iterations built into Phase I of the planning process provided ample opportunity for all District staff to participate directly or indirectly in the formulation of the District goals.

During the 1982-83 academic year the District participated in a pilot planning project, sponsored by the Chancellor's Office of California Community Colleges and the Western Association of Schools and Colleges Accrediting Commission for Community and Junior Colleges (WASC), designed to improve planning and evaluation in California community colleges. The anticipated outcome of this pilot effort is the development of a comprehensive planning process for all California community colleges to replace the current costly and time-consuming process of submitting numerous individual plans to the Chancellor's Office for review and approval. In the future, all California Community Colleges will be required to submit a comprehensive plan at least once every five years with annual updates in order to receive state apportionments. Furthermore, the WASC accreditation process is expected to become part of the comprehensive planning process to minimize districts' reporting and review requirements.

By participating in this project, the District has been able not only to benefit from planning materials developed by the Chancellor's Office but also to help shape the direction and format of the State's comprehensive plan model.

PHASE I RESULTS – COMMITMENT AND DIRECTIONS

MISSION STATEMENT AND GOALS
FOR THE SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

PHASE I RESULTS – COMMITMENT AND DIRECTIONS

MISSION STATEMENT AND GOALS
FOR THE SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

Since its founding in 1970, the San Francisco Community College District has reached its present level of educational services by establishing and meeting well defined goals and objectives. However, the climate of the times requires an even more comprehensive, systematic planning effort. The District has therefore undertaken a review of its former Mission Statement and goals, and building upon this foundation, has extensively revised and updated these statements. Following are the current Mission Statement and set of goals developed by six task forces, approved by the District Planning Council, and subsequently adopted by the San Francisco Community College District Governing Board on October 18, 1983.

The District Mission Statement appears on the following page, followed by the statement of goals for Instructional Services, Student Support Services, Personnel, Fiscal Support, Facilities, and Public Information.

MISSION STATEMENT

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

The San Francisco Community College District is committed to improving the quality of life in San Francisco by educating individuals for rewarding and productive careers; by encouraging individual growth, high achievement, and academic accomplishments; and by instilling in its students and staff further awareness of their professional, humanistic, and civic responsibilities. The District is dedicated to providing courses of study which qualify for certificates, associate degrees, and transfer to four-year colleges and universities; occupational training; remedial, developmental, and adult high school education; and life-long continuing and community education.

The District is responsive to the many ethnic, cultural, economic, and educational backgrounds of its student population. It will therefore adapt instructional techniques to improve student learning and will coordinate instruction with supportive services to assist students in setting and achieving realistic educational goals.

The District is dedicated to the principles of equal opportunity and affirmative action. It offers equal educational opportunities to all adult residents regardless of race, national origin, religion, sex, sexual orientation, handicap, or age. It also actively seeks to employ faculty, staff, and administrators representative of the community. Dedicated to the principles of collegial governance, the District will strive to provide for all of its employees an environment of collegial cooperation, respect, and trust.

To meet varying educational needs, the District offers both the credit curricula of the City College of San Francisco and the non-credit curricula of the Community College Centers. Programs and classes are offered in different formats at convenient times and locations throughout the City to make educational opportunities available to San Franciscans. The District will effectively communicate these available educational opportunities to the diverse communities in San Francisco.

The District's educational offerings will be consistent with the highest standards of quality, the available resources, and the educational needs and employment opportunities of San Francisco. Through a comprehensive planning and review process, the District will regularly evaluate the effectiveness of its programs and services. Necessary changes in educational directions in any program or service will be effected through the cooperative efforts of administrators, faculty, and staff in consultation with representatives of students, business, labor, government, the community, and other educational institutions, as appropriate.

INSTRUCTIONAL SERVICES GOALS

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

General Goals

GOAL 1. The San Francisco Community College District, through its educational programs and services, will encourage students to assume responsibility for their own learning and to develop or improve the scholarship, discipline, habits, and skills required to succeed in college, to acquire gainful employment, and to be contributing members of society.

GOAL 2. The District will have policies and procedures which will direct students into courses and programs for which they are adequately prepared.

GOAL 3. The District will consult with secondary and postsecondary institutions from which the District students come and to which they transfer to enhance student academic preparation and success.

GOAL 4. The District will expand its research services and activities to meet the increasing need for better information about its students, staff, programs and services and to enhance its planning and program review activities.

GOAL 5. The District will periodically review its instructional programs and related services.

GOAL 6. The District, through its educational programs, will instill in its students an understanding of the cultures of other ethnic and racial groups and of individuals of differing sexual orientation, as well as an appreciation of the major accomplishments of various cultures as reflected in our contemporary society.

Associate Degree and Baccalaureate Degree Preparation

The San Francisco Community College District offers through City College of San Francisco courses and curricula designed to provide associate and baccalaureate-level education of both a general and a specialized nature, including liberal arts and technical and semiprofessional training. By completing the appropriate courses, students may earn an associate degree or satisfy lower-division requirements for transfer to a four-year college or university.

Associate Degree Education:

GOAL 1. City College, through its general education program, will award the Associate Degree to students who:

- a. have developed skills in the principles and applications of language toward logical thought, clear and precise expression, and critical evaluation of communication in whatever symbol system the student uses;
- b. have developed English language skills so that they can communicate clearly, both orally and in writing, and can evaluate what they hear and read;
- c. have developed an appreciation and understanding of the scientific method, of the achievements of at least one of the natural sciences, and of the relationships between the natural sciences and other human activities;
- d. have developed an appreciation and understanding of the methods of inquiry used by the social and behavioral sciences and of the ways people act and have acted in response to their societies.
- e. have developed an appreciation and understanding of the ways in which people throughout the ages and in different cultures have responded to themselves and to the world around them through artistic and cultural creation, and have developed aesthetic sensitivity and skills as well as an ability to make informed value judgments.
- f. have developed an appreciation and understanding of American history and government so that they can be responsible and active citizens.
- g. have developed an appreciation and understanding of the physical skills and health knowledge essential for mental and physical well-being.

Baccalaureate Degree/Transfer Preparation:

GOAL 2. City College will maintain a comprehensive lower-division baccalaureate program commensurate with those offered in four-year colleges or universities and will carefully articulate baccalaureate-level courses with these colleges and universities.

GOAL 3. City College will strive to ensure that its transfer students acquire the discipline of scholarship, and the habits, attitudes, and skills necessary for their success in upper-division programs.

GOAL 4. City College will encourage and facilitate the transfer of students to four-year colleges and universities.

Preparation For Employment

The District mission includes the training of individuals for immediate employment in diverse semiprofessional or occupational fields. Occupational courses and programs provide students with initial skills for entry or updated skills for re-entry into an occupation, and initial training for new career opportunities. The District will provide retraining programs that respond to changing needs in the job market, cooperative training opportunities, apprenticeship programs, and other occupationally-related instruction for people who are already employed, leading to their improved efficiency and productivity, greater job satisfaction, and upward mobility. These programs generally prepare individuals for an occupation without the need for subsequent training or education. However, should students wish to further their education, many courses in semiprofessional programs offered at City College also satisfy lower-division requirements for baccalaureate degrees.

GOAL 1. The District will have quality short-term, one- and two-year instructional programs leading to employment in specific occupations which reflect the training needs of local business, industry, and governmental and community agencies.

GOAL 2. Occupational programs will prepare individuals for a broad spectrum of employment opportunities.

GOAL 3. The District, through its Divisions, will award a certificate of program completion only to those students who demonstrate competence in English and computational skills that are related to those skills required by their occupational programs.

GOAL 4. The District, through its Divisions, will award a certificate of program completion only to those students who demonstrate competence in those skills required by their occupational programs.

GOAL 5. City College will grant the Award of Achievement to students who complete the requirements for the Associate Degree and the requirements of the student's occupational curricula, and who maintain the required overall gradepoint average.

GOAL 6. Occupational programs will include components which focus on those performance standards, personal traits, attitudes, and competencies needed for on-the-job success, job satisfaction, and career mobility.

GOAL 7. The District will encourage contract education to meet specific employment and educational needs of business, industry, labor, and governmental and community agencies.

GOAL 8. The District will conduct quality retraining programs for individuals who need to update their occupational skills.

Developmental and Preparatory Education

The District provides courses and programs designed to help residents of San Francisco develop essential and basic competency in critical thinking, oral and written communication, reading, quantitative reasoning, and other learning skills so that they might be able to further their education, perform useful and gratifying work, and to live satisfactory and profitable lives as contributing members of society. To accommodate the varying levels of student ability and educational objectives, the District offers courses and programs in credit and noncredit modes.

GOAL 1. The District will have effective and comprehensive assessment programs and procedures.

GOAL 2. The District will maintain well-designed, effective, and efficient developmental and preparatory programs and related services.

GOAL 3. The District will maintain high and realistic standards of achievement in developmental and preparatory programs.

Continuing Education and Community Services

The District is committed to providing continuing education and community services classes and activities in a variety of modes to meet the ongoing educational needs for San Franciscans. Because providing lifelong learning opportunities is a historically legitimate and important responsibility for community colleges, the District will continue to be a major community resource for people who wish to increase their knowledge, develop and update their skills, and modify their attitudes, values and lifestyles.

GOAL 1. The District will provide San Franciscans with continuing education and community services to meet identified community needs.

GOAL 2. Continuing education and community services offerings will include a variety of learning and enrichment experiences and will be available in various formats and in convenient settings.

Academic Support Services

Academic support services are essential for maintaining the San Francisco Community College District's open door policy while also maintaining high academic standards, effective instructional programs, and productive learning environments for students. Because the District supports the faculty's efforts to remain current in their disciplines and develop appropriate and effective instructional techniques, the District will provide faculty adequate resources and academic support for professional growth and curriculum development and improvement. The District is also committed to supplying students information and advice about appropriate course selection and career options and to providing students the necessary learning assistance to succeed in their courses and complete their educational programs.

GOAL 1. The District will provide adequate resources to assist faculty to develop and enhance teaching methods.

GOAL 2. The District will provide faculty a coordinated and systematic staff development program.

GOAL 3. The District will provide adequate equipment and support services to enable faculty to use appropriate technological advancements, including computer-managed and computer-assisted instruction.

GOAL 4. The District will provide appropriate ancillary support to faculty involved in special projects for the improvement of instructional programs.

GOAL 5. The District will encourage consultation and coordination between counselors and instructors within and between Divisions.

GOAL 6. The District, through its Divisions, will have comprehensive, integrated, and effective tutorial and other learning assistance programs for students.

GOAL 7. The District will have a comprehensive, fully integrated learning resources system which will effectively provide both print and non-print learning materials and information for students, faculty, and staff.

GOAL 8. The District will provide students career advisors in occupational programs to assist in the identification of job opportunities.

GOAL 9. The District will provide and maintain adequate instructional equipment and supplies.

STUDENT SUPPORT SERVICES GOALS

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

General Goals

GOAL 1. The San Francisco Community College District will maintain its commitment to a full range of effective student support services and programs.

GOAL 2. The District will have a systematic and comprehensive student retention effort.

GOAL 3. The District will periodically review its student support services and programs.

Admissions

GOAL 1. The District, through its appropriate Divisions, will admit, in an equitable manner, all who seek or need its educational services, according to established District policy, state legislation, and federal law.

GOAL 2. The District will have an integrated system of registration, assessment, and placement.

Orientation

GOAL 1. The District will inform its administrators, faculty, and classified staff about available student services and educational programs in the District.

GOAL 2. The District will provide comprehensive orientation for students to increase their awareness of available services and programs in the District.

Counseling and Special Programs

GOAL 1. The District will provide effective academic counseling and advising to assist students in planning and achieving their immediate and long-range educational and vocational goals.

GOAL 2. The District will provide effective career counseling and orientation programs to assist students in assessing their aptitudes, abilities, and interests, and advise them about employment trends.

GOAL 3. The District will provide effective personal counseling when such assistance is needed to help students achieve their educational goals.

GOAL 4. The District will provide a coordinated and systematic staff development program for counselors and student services personnel.

GOAL 5. The District will provide a range of health services in the Centers and College Divisions.

GOAL 6. The District will provide a counseling staff sufficient to meet the needs of an increasingly diversified student body.

GOAL 7. The District will provide effective counseling and supportive services for students with physical, communicative, and learning disabilities.

GOAL 8. The District will provide crisis intervention services to deal with psychological and personal emergencies.

Financial Aid

GOAL 1. The District will provide financial aid information and financial aid to qualified students so that they will not be denied access to equal educational opportunities.

GOAL 2. The District will support the outreach and advising efforts of financial aid offices.

Job Placement

GOAL 1. The District will seek to expand its job placement and job development activities.

GOAL 2. The District will expand programs to assist students in obtaining information about job opportunities, developing job-seeking skills, and obtaining employment.

Student Activities

GOAL 1. The District will authorize and encourage each Division to provide student activity programs that have educational, social, cultural, and individual value to its students.

GOAL 2. The District will encourage the students within each Division to participate in student government.

GOAL 3. The District will encourage student participation in College, Centers, and District-wide committees.

Intercollegiate, Intramural, and Other Student Activities

GOAL 1. City College will provide equitable support for male and female students in intercollegiate sports and intramural activities.

Child Care

GOAL 1. The District will support child care services.

Student Due Process

GOAL 1. The District will have policies and procedures to ensure due process for each student.

PERSONNEL GOALS

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

GOAL 1. The San Francisco Community College District will maintain its local authority to establish and implement policies affecting its certificated personnel.

GOAL 2. The District will maintain its uniform, equitable, and open policies -- including Equal Employment Opportunity/Affirmative Action guidelines -- for hiring, assignments, evaluations, upgrading, and promotions.

GOAL 3. The District will promote flexibility and operating efficiency in the services provided by its staff.

GOAL 4. The District will provide comprehensive and efficient methods of communicating benefit plans and programs and personnel policy.

GOAL 5. The District will develop and maintain comprehensive staff development and training programs for District personnel.

GOAL 6. The District will promote communication, cooperation, and understanding among personnel within and among the various departments, programs, and Divisions of the District.

GOAL 7. The District will promote a spirit of dedication and encourage the pursuit of excellence in personnel.

GOAL 8. The District will design organizational structures and administrative procedures to ensure effective service and economic use of resources.

FISCAL SUPPORT GOALS

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

GOAL 1. The San Francisco Community College District will provide the fiscal support, within available resources, for programs and services encompassed within the District's Educational Master Plan.

GOAL 2. The District will identify and seek additional sources of funds.

GOAL 3. The District will have policies and procedures which are fiscally prudent.

GOAL 4. The District will be fiscally accountable.

GOAL 5. The District will have equitable fiscal and business policies and procedures to facilitate the delivery of the District's educational services.

FACILITIES GOALS

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

GOAL 1. The San Francisco Community College District will provide adequate physical facilities needed to achieve the goals of the District's Educational Master Plan.

GOAL 2. The District will have policies and procedures which will ensure safe, healthy, and efficiently maintained facilities.

GOAL 3. The District will provide a safe and secure working and learning environment.

GOAL 4. The District will have policies and procedures to ensure effective space utilization.

GOAL 5. The District will periodically evaluate its Facilities Master Plan, anticipate future curricular needs, and allocate efficiently capital resources for the modification, construction, and acquisition of facilities.

PUBLIC INFORMATION GOALS

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

GOAL 1. The San Francisco Community College District will have an effective and coordinated Public Information Program.

GOAL 2. The District will have a strong, positive and consistent public identity which emphasizes the District as an entity and as a community resource.

GOAL 3. The District will inform various constituencies about the educational opportunities, programs, and services offered by the District at City College and the Centers and publicize the outstanding accomplishments of faculty, staff, students, and alumni.

GOAL 4. The District will inform students, faculty, and staff about the opportunities offered by City College and the Centers, will facilitate access to additional information about the Divisions, and promote effective formal and informal channels of communication within and between the Divisions.

CHAPTER SIX

PHASE II: TRANSLATING GOALS INTO ACTION

PHASE II: TRANSLATING GOALS INTO ACTION

Phase II Planning Philosophy

The Educational Master Plan goals adopted by the Governing Board at the end of Phase I indicate the District's commitment, purpose, and general directions for the 1980s. These goals together with the District Mission Statement constitute the foundation of the District's Educational Master Plan and will be used to guide its planning and decision-making. Phase II of the District's planning efforts will focus on developing the actions necessary to implement these goals and to establish priorities.

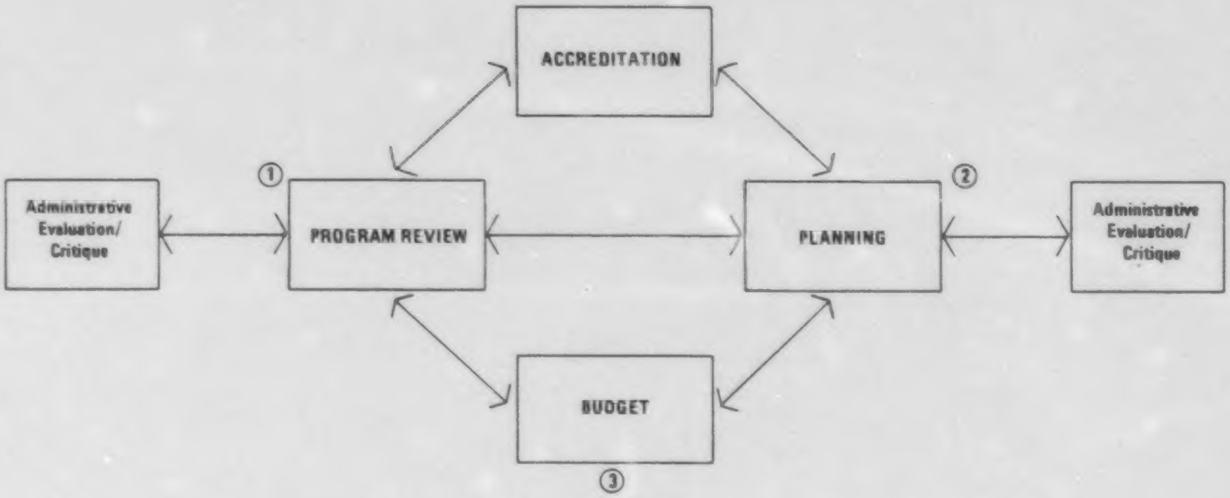
Given the high level of uncertainty about the future, an inflexible Educational Master Plan would not only be inappropriate but foolhardy. The District recognizes that planning is a continuous process, and therefore has adopted a "loose-leaf binder" approach to planning which allows for updating and modification. With this process, the District will be able to:

- anticipate and respond to changes both within and without the institution;
- identify, study, and resolve issues important to its planning horizon;
- provide staff at the program, Division, and District level with updated planning information on a continual basis;
- rationalize decision-making by minimizing its ad-hoc nature;
- monitor, evaluate, and modify the planning process as needed;
- modify or refine strategies to achieve long-range goals and modify the goals themselves when appropriate;
- develop short-range objectives and methods of achieving them.

The following is a description of the planning process the District will use at all levels. This process provides a linkage between program review, accreditation, planning, and budgetary processes as shown in Chart 6-1. The process enables the District to coordinate procedures so that information needed to make informed decisions can be updated and shared.

CHART 6-1

PROGRAM REVIEW/PLANNING, BUDGETARY CYCLE


ACCREDITATION
①
②
Administrative Evaluation/ Critique
PROGRAM REVIEW
PLANNING
Administrative Evaluation/ Critique
BUDGET
③

PHASE II PLANNING ACTIVITIES

The planning activities in Phase II will involve all departments and program units in a continuous, iterative planning process where institutional goals and strategies are integrated into program review, accreditation, and budgetary processes, as shown in Chart 6-1. Also, institutional strategies which were developed by task forces in Phase I will be incorporated into these planning activities, as shown in Chart 6-2.

Incorporating Task Force Strategies Into The Planning Process

(See Chart 6-2, page 6.4.)

One of the charges for the Master Plan Task Forces was to formulate strategies to attain the goals which were developed. The Planning Council approved the following procedure to handle the strategies generated by the task forces before they are incorporated into the planning process.

1. A subcommittee of the Planning Council reviews the broad institutional strategies developed by task forces in Phase I to ensure that they are consistent with the final set of goals adopted by the Governing Board. The subcommittee may call upon the task force chairs to serve as a resource during this review process. After reviewing the strategies and modifying them, if necessary, the subcommittee classifies the strategies accordingly: (a) strategies which should be forwarded to appropriate program units for their consideration and possible implementation; (b) strategies which should not be considered currently; and (c) strategies which warrant additional study to ascertain their feasibility, appropriateness, practicality, cost of implementation, or priority.

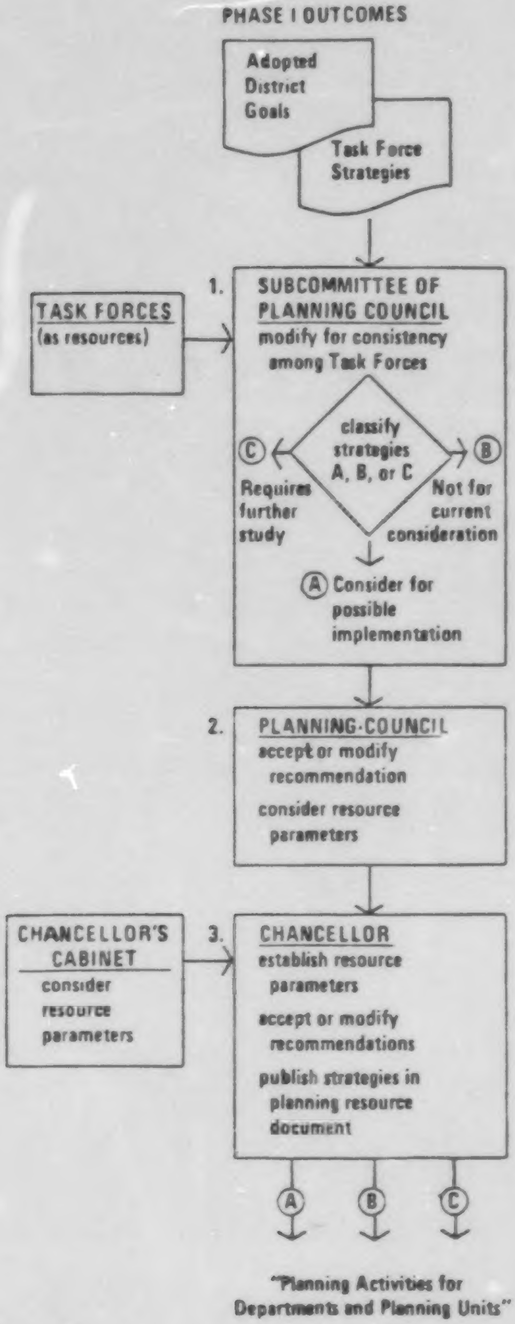
2. The Planning Council reviews the subcommittee recommendations and subsequently recommends a classification of strategies to the Chancellor.

3. The Chancellor acts upon the Planning Council's recommendations. All strategies then will be published in a resource planning document and distributed to planning units.

   The Chancellor, in consultation with his cabinet, establishes resource parameters to serve as guidelines to the administration and planning units in the current planning cycle.

CHART 6-2

INCORPORATION OF TASK FORCE STRATEGIES INTO PLANNING PROCESS


PHASE I OUTCOMES
Adopted District Goals
Task Force Strategies
TASK FORCES (as resources)
1. SUBCOMMITTEE OF PLANNING COUNCIL
modify for consistency among Task Forces
classify strategies A, B, or C
Ⓒ Requires further study
Ⓑ Not for current consideration
Ⓐ Consider for possible implementation
2. PLANNING COUNCIL
accept or modify recommendation
consider resource parameters
CHANCELLOR'S CABINET
consider resource parameters
3. CHANCELLOR
establish resource parameters
accept or modify recommendations
publish strategies in planning resource document
Ⓐ
Ⓑ
Ⓒ
"Planning Activities for Departments and Planning Units"

Strategies Requiring Further Study

Those strategies or issues which warrant additional study to determine their feasibility, practicality, cost of implementation, or priority may be assigned to District-wide committees (e.g. Instructional Services Committee, Student Services Committee, Personnel, Staff Development) or to ad-hoc study groups to prepare white papers for the Chancellor's consideration. These position papers will then be incorporated into the next iteration of the planning cycle.

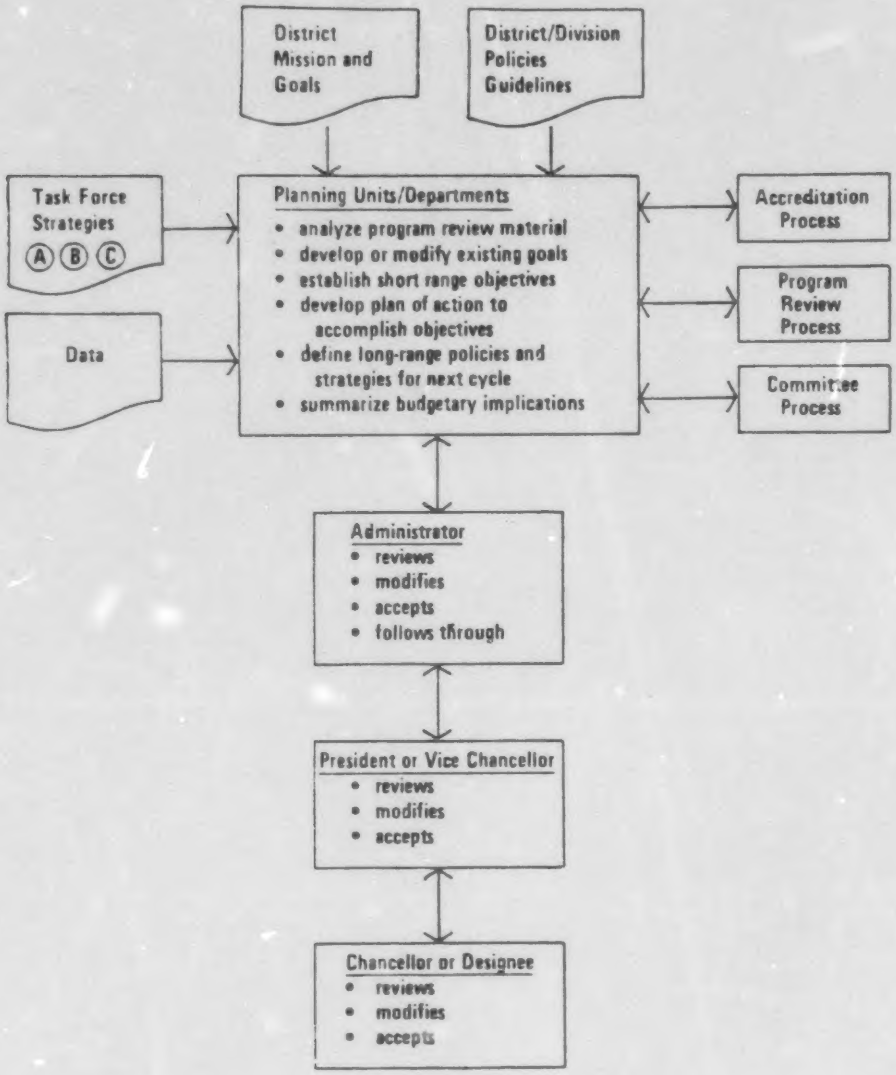
Planning Activities For Planning Units

1. Planning units, which are departments, programs, or other entities designated as program review units, develop procedures to ensure a participatory planning process. They should solicit input from administrators, full-time and part-time faculty, and classified staff. In addition, planning units should seek input from related departments or programs, students, advisory committees, and business and community leaders, when appropriate.
2. All planning units develop goals or modify their existing goals to reflect the current District Mission Statement and Goals as adopted by the Governing Board.
3. Planning units use information available to them from sources such as program review reports, accreditation reports, District or division policies and guidelines, survey and operational data, and broad institutional strategies developed by Master Plan task forces. (See Chart 6-3, page 6.6.)
4. Planning units: (1) establish short-range objectives; (2) establish priorities for implementing objectives; (3) develop a plan of action to accomplish these objectives; (4) summarize budgetary implications of short-range objectives and plans; (5) define longer range issues, policies, and strategies for the next planning cycle.
5. The responsible planning unit administrator reviews program objectives, and after consultation with that unit modifies objectives and plans of action, if necessary, and forwards the plan summary with recommendations to the next level of administration for review, and subsequently to the division president and the Chancellor for consideration and action.
6. Planning unit objectives and plans of action are used in budgeting which typically follows the same review/approval process.
7. Through the program review, accreditation, and budgetary processes, program/department goals and objectives are evaluated and revised as the first step in the next planning cycle.

CHART 6-3

PLANNING ACTIVITIES

DEPARTMENTS AND PLANNING UNITS


District Mission and Goals
District/Division Policies Guidelines
Task Force Strategies
Ⓐ Ⓑ Ⓒ
Data
Planning Units/Departments
• analyze program review material
• develop or modify existing goals
• establish short range objectives
• develop plan of action to accomplish objectives
• define long-range policies and strategies for next cycle
• summarize budgetary implications
Accreditation Process
Program Review Process
Committee Process
Administrator
• reviews
• modifies
• accepts
• follows through
President or Vice Chancellor
• reviews
• modifies
• accepts
Chancellor or Designee
• reviews
• modifies
• accepts

Integrating Program Review and Planning

The District's master planning and program review processes were both initiated during the Fall 1982 semester. Although these processes paralleled each other in the developmental stages, as they are formally implemented, the processes will be closely integrated as illustrated in Chart 6-3.

The District's program review is intended to provide faculty and administrators an opportunity to take an in-depth look at their programs in order to assess the present state of the program and project and plan for its future state. The review process should result in the collection and analysis of information which will contribute to program improvement and planning and assure that programs are operating as effectively as possible. The end result of the process will be a program summary report that includes recommendations and action items which will be changed into program goals, objectives, and strategies during the planning process. When the review process is fully implemented, one-third of all District programs will be reviewed each year.

Developing the Review Process

In Fall 1982 an outside consultant was retained to develop a program review assessment instrument. After extensive consultation with various constituencies and members of individual programs and departments, a comprehensive instrument was designed that was flexible enough to respond to the needs and concerns of the District's diverse programs and services.

In Spring 1983, five City College and five Centers programs volunteered to participate in the pilot program review process. A district-wide committee of pilot program participants met during the summer and, based upon the final reports and experiences of these programs, recommended several modifications and refinements to the review process and the format of the program review report.

Description of the Program Review Process

The review process requires each program undergoing review to establish an evaluation team composed of one or more administrators, faculty, support staff, students, and, where feasible, persons external to the program. When possible, constituencies chose their own representatives to the team. Early in the process, using a rating sheet that identifies twelve program components or areas of interest, people connected with the program participate in identifying major concerns and program successes and in determining which components of the program need the most attention during the review process. Based upon the results of these priority ratings, the team members then select at least five areas to be reviewed. Of these five areas, all programs are required to include three areas: Program Content, Program Relevancy, and Student Learning and Development. However, programs may select to review as many of the twelve program components as they wish.

At the beginning of the review process, each team receives available quantitative data about its program such as Weekly Student Contact Hour data, enrollment trends, faculty loads, budget information, grade distributions, course and section analysis, and staffing information. All programs are also expected to administer student and faculty questionnaires that will provide program specific information as well as allow the Division and District to obtain some aggregate data.

For each of the twelve program components a module has been developed which is to be used by the team during the review process. Each module contains a set of evaluation questions which can be used by the team to structure its analysis. The program review team then selects an appropriate set of evaluation questions, decides what data or information is needed, gathers that information, analyzes the results, and then comes to some conclusions about needed actions. Following is a list of the twelve program components with a brief description of each:

1. Philosophy, Mission, and Goals of the Program

   (Clarity, consensus, currency, relationship to program activities)

2. Program Relevancy

   (Currency to external situations, technological developments, expected trends)

3. Program Content (curriculum/services)

   (Internal consistency, completeness and coherence, use of innovative methods)

4. Student Learning and Development

   (Program impact on students, maintenance of quality and standards, documentation of student outcomes)

5. Student Demography

   (Student recruitment, retention, changing student profile, changing enrollment patterns)

6. Program Personnel

   (Faculty, staff, and administrators, morale, development, retraining, utilization)

7. Student Support Services

   (Skill assessment, placement, counseling, advising, learning)

8. Program Governance and Administration

   (Decision-making process, administrative policies/procedures, assignment of responsibilities)

9. Articulation Within Institution

   (With other programs and services, fulfillment of service rules, institutional governance impacts)

10. Institutional Support; Budget

    (Staffing resources, facilities, equipment, program support services, optimum cost/benefit)

11. External Articulation

    (Communication and coordination, development of work experience, internships)

12. Evaluation Monitoring/Accountability

    (Development of systems, implementation, effective feedback)

Programs may also develop a thirteenth program component and corresponding module that would be particularly relevant to their program area. At the end of each module, programs are asked to summarize their findings, discuss the compatibility of the program activities with District goals, state their recommendations, and indicate the benefits and costs of these recommendations.

At the division level, the program review process is facilitated by a program review coordinator and a program review study group. The program review study group, composed of faculty and administrators, provides the following types of assistance:

- Helps programs find sources of information;
- Assists programs to keep within their chosen time frames;
- Helps programs to adhere to their stated guidelines and recommends the next steps in the process;
- Advises programs on the writing of reports;
- Helps programs with technical problems and problem solving.

The flow of reports from the programs is very similar to the flow chart for the planning process for programs and departments outlined in Chart 6-1. At each level of review and comment, consultation between the program review team and the administration is built into the process.

Conclusion

The planning and program review processes described above are designed to be continuous, interactive, and flexible -- a proper stance to meet the challenges and turbulence of the 1980s. The processes also provide the critical links between program review, planning, and the budgetary processes. They provide the necessary concrete action that will make the District's general goals a reality. This process also allows all of the District's constituencies -- faculty, administrators, classified staff, and trustees -- to become actively involved in planning the institution's future and to assume joint responsibility for the institution's future vitality and excellence.

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APPENDICES

APPENDIX A

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

PLANNING COUNCIL

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT EDUCATIONAL MASTER PLAN

PLANNING COUNCIL
Academic Year 1982-83

CHAIRPERSON

Hilary Hsu, Chancellor Superintendent
San Francisco Community College District

SFCCD GOVERNING BOARD

Alan Wong, President
Tim Wolfred

ADMINISTRATION

Nancy Swadesh	Vice Chancellor, Educational Services
Reg Alexander	Vice Chancellor, Certificated Services
Jun Iwamoto	Vice Chancellor, Business
Larry Broussal	President - Centers
Warren White	Interim President - City College
Carlos Ramirez	Vice President, Instruction - Centers SFCCC
Jules Fraden	Vice President, Instruction - City College
Juanita Pascual	Vice President, Administrative Services - City College
Henry Liu	Interim Director, Business Services - Centers
Rosa Perez	Vice President, Student Services
William Svabeck	Acting Director, Student Services
Burl Toler	Director, Certificated Services

FACULTY

Thelma Lewis	President, Academic Senate - Centers
Joann Hendricks	President, Academic Senate - City College
Yvonne Chang	Community College Centers
Alicia Wang	Community College Centers
Jim Cribbs	City College
Robert Manlove	City College

CLASSIFIED STAFF

Larry Hoyt	SFCCD District Office
John Farley	Community College Centers
Michael McGuiness	City College

RESOURCE STAFF

Judith Moss	Director of Research, SFCCD
Tyra Duncan-Hall	Specialist, Master Planning

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT EDUCATIONAL MASTER PLAN

PLANNING COUNCIL
Academic Year 1983-84

CHAIRPERSON

Hilary Hsu, Chancellor Superintendent
San Francisco Community College District

SFCCD GOVERNING BOARD

Tim Wolfred, President
Alan Wong

ADMINISTRATION

Nancy Swadesh	Vice Chancellor, Educational Services
Reg Alexander	Vice Chancellor, Certificated Services
Jun Iwamoto	Vice Chancellor, Business
Larry Broussal	President - Centers
Carlos Ramirez	President - City College
Welton Meeks	Acting Vice President, Instruction - Centers
Jules Fraden	Vice President, Instruction - City College
Henry Liu	Interim Director, Business Services - Centers
Juanita Pascual	Vice President, Administrative Services - City College
Maxwell Gillette	Director, Student Services - Centers
Rosa Perez	Vice President, Student Services - City College
Burl Toler	Director, Certificated Services - Centers

FACULTY

Yvonne Chang	President, Academic Senate - Centers
Joann Hendricks	President, Academic Senate - City College
Thelma Lewis	Community College Centers
Rita Wang	Community College Centers
Art Tognazzini	Community College Centers
Austin White	City College
Lene Johnson	City College
Jim Cribbs	City College
Robert Manlove	City College

CLASSIFIED STAFF

Larry Hoyt	SFCCD District Office
John Farley	Community College Centers
Michael McGuiness	City College

RESOURCE STAFF

Judith Moss	Director of Research, SFCCD
Tyra Duncan-Hall	Specialist, Master Planning

APPENDIX B

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

EDUCATIONAL MASTER PLAN TASK FORCES

SAN FRANCISCO COMMMUNITY COLLEGE DISTRICT EDUCATIONAL MASTER PLAN

INSTRUCTIONAL SERVICES TASK FORCE

Academic Year 1982-83

CHAIRPERSON

Shirley Hoskins	Dean of Instruction, City College

ADMINISTRATION

Virginia Biagi	Asst. Director, Alemany Community College Center
Nancy Swadesh	Vice Chancellor, Educational Services San Francisco Community College District

FACULTY

Yvonne Chang	Downtown Community College Center
Donna Ilyin	Alemany Community College Center
Sandy Vernon	John Adams Community College Center
Mary Kay Beavers	City College
John Callen	City College (Fall 1982)
Joanne Hendricks	City College (Spring 1983)
Peggy Vota	City College (Fall 1982)
Tom Velasquez	City College (Spring 1983)

CLASSIFIED STAFF

Mary Oldham	John O'Connell Community College Center
Margaret Blackiston	Evening Division, City College
Ruth Cooper	Educational Services, SFCCD

STUDENTS

Leone Johns	Senior Citizen's Program, Mission C.C.C.
Ed Jiminez	City College

BUSINESS/COMMUNITY REPRESENTIVES

Mr. Bud Borges	Coordinator, Adult Education Pacific, Gas & Electric
Mr. Richard Giardina	Associate Provost, Academic Programs San Francisco State University
Dr. David Sanchez	University of California, San Francisco San Francisco General Hospital

RESOURCE PERSONS

Welton Meeks	Director, Alemany Community College Centers
Carlos Ramirez	Vice President of Instruction, Centers

TASK FORCE STAFF

Betsy Portaro	Faculty, John Adams Community College Centers

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT EDUCATIONAL MASTER PLAN

STUDENT SUPPORT SERVICES TASK FORCE

Academic Year 1982-83

CHAIRPERSON

Dian Verdugo	Acting Asst. Director, Downtown C.C.C.

ADMINISTRATION

Ed Davis	Dean of Students, City College
Nancy Swadesh	Vice Chancellor, Educational Services San Francisco Community College District

FACULTY

Greg Johnson	John O'Connell Community College Center
Camilla Leong	Downtown Community College Center
Randi Slaughter	Alemany Community College Center
Alex Alexander	City College
Myrna Quan Holden	City College
Julia Scholand	City College

CLASSIFIED STAFF

Gloria McKay	Alemany Community College Center
Aileen Daniels	Special Programs, City College
Douglas Re	Computer Services Manager, Downtown C.C.C.

STUDENTS

Matthew Lee Smith	Financial Aid Peer Advisor, City College
Michelle Evans	Women's Re-entry, City College
Maurico Vella	Vice President, Student Council, City College

BUSINESS/COMMUNITY LEADERS

Ms. Bernice Brown	San Francisco Foundation
Mr. Herman Gallegos	Consultant
Mr. Michael O'Reilly	Private Industry Council
Ms. Nancy Pietrafesa	San Francisco Foundation
Mr. Harold Yee	Asian, Inc.

RESOURCE PERSONS

Fanny Lee	Interim Dean, Admissions and Records
Max Gillette	Director Student Services--Centers (Fall 1982)
William Svabeck	Asst. Director Student Services--Centers (Spring 1983)
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Enrique Mireles	Counselor, City College
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TASK FORCE STAFF

Lisa Atwater	Faculty, John Adams C.C.C. (Fall 1982)

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT EDUCATIONAL MASTER PLAN

PERSONNEL TASK FORCE

1982-83

CHAIRPERSON

Reginald Alexander	Vice Chancellor, Certificated Services San Francisco Community College District

ADMINISTRATION

George Redden	Director, John O'Connell C.C.C.
Quetta Muzzle	Student Services, City College

FACULTY

Joanne Devane	John Adams Community College Center
Larry Lau	Chinatown/North Beach Community College Center
Thelma Lewis	Mission Community College Center
Elaine Aquilino	City College
Enrique Limosner	City College
Anka Ohman	City College

CLASSIFIED STAFF

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Daniel Rutland	Financial Aid, City College
Sarla Mathur	Certificated Services, SFCCD

STUDENTS

Orlando Greenlee	Centers Division

BUSINESS/COMMUNITY LEADERS

Mr. Harold Brooks	Business Development Inc.
Mr. Louis Hop Lee	Attorney, Member San Francisco Civil Service Commission
Ms. Anna Mae Maly	Bechtel Power Corporation

RESOURCE STAFF

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SAN FRANCISCO COMMUNITY COLLEGE DISTRICT EDUCATIONAL MASTER PLAN

FISCAL SUPPORT TASK FORCE

Academic Year 1982-83

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Vester Flanagan	Dean, Student Activities, City College

FACULTY

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Rita Wang	Chinatown Resource Development Center
Eleanor Rapp	Galileo Community College Center
Madeline Mueller	City College
Charles Ohman	City College
Tom Walsh	City College

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Briggs Paz	Business Office, City College
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STUDENTS

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Lanny Castillo	ASC Council

BUSINESS/COMMUNITY LEADERS

Mr. Joseph Chen	Rede Investment Corporation
Mr. Harold Snedcof	Consultant
Mr. Ty Scoggins	Natomas, Co.

TASK FORCE STAFF

Roberta Ong	Faculty, Downtown Community College Center

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT EDUCATIONAL MASTER PLAN

FACILITIES TASK FORCE

Academic Year 1982-83

CHAIRPERSON

Chuck Collins	Associate Director, Facilities & Planning San Francisco Community College District

ADMINISTRATION

John Finn	Asst. Director, Galileo/Marina C.C.C.
Iole Matteucig	Dean, Library Services, City College

FACULTY

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Bill Grier	Skills Center
Clara Starr	John Adams Community College Center
Larry Ernst	City College
Lene Johnson	City College
Margaret Lanphier	City College

CLASSIFIED STAFF

Ronnsie Medrano	John Adams Community College Center
Vince Russo	Library Services, City College
Kris Murti	Facilities & Planning, SFCCD

STUDENTS

Mildred Ward	City College
Peter Wong	City College

BUSINESS/COMMUNITY LEADERS

Mr. Rai Okamoto	Architect, Okamoto & Murata
Mr. Edmund Ong	San Francisco Redevelopment Agency
Mr. Sal Portaro	Architect

TASK FORCE STAFF

Masha Jewett	Faculty, City College

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT EDUCATIONAL MASTER PLAN

PUBLIC INFORMATION TASK FORCE

Academic Year 1982-83

CHAIRPERSON

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ADMINISTRATION

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Jacquelyn Green	Acting Dean of Instruction, City College
Larry Klein	Executive Assistant to the Chancellor San Francisco Community College District

FACULTY

Lillian McDaniels	Skills Center
Ellen Ross	John Adams Community College Center
Alicia Wang	Chinatown Community College Center
Jim Cagnacci	City College
June Caines	City College
Dorry Coppoletta	City College

CLASSIFIED STAFF

Julia Hudson	Skills Center
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STUDENTS

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Donna Terry	City College
Lilly Woo	City College

BUSINESS/COMMUNITY LEADERS

Ms. Jackie Goosby	
Mr. Herb Levy	KRON-TV

RESOURCE PERSONS

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TASK FORCE STAFF

Elisa Duarte	Faculty, Mission Community College Center

APPENDIX C

OBSERVATIONS ABOUT THE DISTRICT'S FUNCTIONS AND DIRECTIONS:

MAJOR FINDINGS FROM INTERVIEWS WITH SAN FRANCISCO COMMUNITY AND EDUCATIONAL LEADERS

OBSERVATIONS ABOUT THE DISTRICT'S FUNCTIONS AND DIRECTIONS:

MAJOR FINDINGS SUMMARIZED FROM

INTERVIEWS WITH SAN FRANCISCO COMMUNITY AND EDUCATIONAL LEADERS

During the various stages of its planning activities, the San Francisco Community College District involved a broad cross-section of constituencies -- students, faculty, administrators, classified staff, and governing board members, as well as San Francisco's community, educational, business and political leaders. Appendices A and B listed those individuals who generously donated hundreds of hours of their time serving on the District's Planning Council and on the six task forces that developed the District's Mission Statement and Goals. In addition to those community and business leaders, others participated through an interview process.

In February and March 1983, the faculty coordinator of the District's planning project interviewed twenty-seven individuals. Included were the seven members of the San Francisco Community College District Governing Board, six elected City officials, two aides to a State legislator, and twelve educational and business leaders from the San Francisco community. (See Exhibit 1 for the complete list of interviewees.) These individuals were extremely cooperative, concerned, and generous with their time. Their thoughtful insights were invaluable.

The main purpose of the interviews was to ascertain the respondents' views on the following questions:

1) Which District functions do you consider most important and how well do you think the District is performing each function?

2) What significant trends may have an impact on the District in the next ten years?

3) What cooperative efforts between the District and other educational institutions or business/industry might be mutually beneficial?

4) What other major concerns do you have about the District's operations or direction?

An additional purpose was to use the interview process as a catalyst to promote an understanding of the District itself and its planning activities.

Prior to each interview, the participant received a brief profile of the District and a questionnaire (see Exhibit 2) which was to serve as a point of departure for discussion, rather than as a formal survey instrument. It was felt that a less structured discussion would give the interviewees freedom to discuss their own primary concerns.

The major observations of each of the three groups -- members of the Governing Board, elected officials, and the educational and business leaders -- are summarized below, followed by quotations which reflect their range of concerns and ideas. Each group identified many programs, services, and functions which should be of a high priority for the San Francisco Community College District. Furthermore, it is significant that within each of the three groups there was a high level of agreement with regard to those areas deemed most important.

Interviewees' Association or Experience With the District

Governing Board

Of the seven members of the Governing Board, two members have served on the Board since it was established in 1972. Another has had nine years experience, three have had three years experience, and the remaining member has served for almost two years.

Elected Officials

Two of the participants attended City College of San Francisco, one is a former member of the District Governing Board, and the others' knowledge of the District is based upon communication with District personnel, written reports, or anecdotal information.

Educational and Business Leaders

All of those interviewed were familiar with at least one component of the District's programs and services. One individual was a former member of the District's Governing Board, and several met on a regular basis with District staff. Many were knowledgeable about educational issues relating to community colleges, if not the specific operations of the District.

RESPONSES TO QUESTIONS ABOUT DISTRICT FUNCTIONS

A. Occupational Education – Findings

There was unanimous agreement among all three interview groups that occupational education, especially entry-level training programs for immediate employment, is one of the District's most important functions. The following comments reflect the opinion of the majority of those interviewed in each group.

- Occupational programs to retrain workers or to upgrade employee skills will probably become a more important District function in the 1980s as technological advances make workers' skills or jobs obsolete. Community colleges' flexibility and ability to respond quickly to local needs make them particularly well-suited to provide short, intensive training programs.

- Job retraining and upgrading skills of current employees should be subsidized by the agencies or businesses which directly benefit from such programs or when courses and programs are targeted for specific clienteles.

- The District should explore ways to subsidize retraining programs -- through contract education or other means.

- The District should strengthen its ties with business/industry and local agencies and strengthen the role of occupational advisory committees to determine job market trends and types of skills needed by local employers. The District's occupational offerings should continue to be responsive to occupational trends.

- It will be extremely difficult for the District with its limited resources to obtain state-of-the-art equipment, especially in high-tech areas. The District should seek partnerships with business and industry to offset such costs.

- The District should ensure that occupational students are proficient in basic skills -- reading, speaking, and written skills. Analytical/problem solving skills and the ability to synthesize information will be especially important skills for San Francisco's service industry jobs. Many interviewees also stressed the need for occupational programs to emphasize good work habits.

Most interviewees did not feel competent to rate the District's performance in occupational education. Of those who did, several felt the District was doing a good job; however, a few recommended the following:

- more formal evaluation of occupational programs and better information on student progress and student follow-up in programs;

- greater emphasis on staff retraining and curriculum development so that programs and faculty remain current.

Governing Board Comments

"We lack adequate centralized data... need to know more about job trends and employers' needs."

"We should explore contract education for specialized clienteles... Business, industry and local agencies should help defray costs when they directly benefit from our programs."

"I don't have a feel for the programs... We need formal evaluation... more information on student outcomes and follow-ups."

"Training and retraining will be especially important for our minority students if they are going to be ready for the City's future jobs... The unemployment rate for Blacks and Hispanics is too high in this city."

"Will the faculty be able to remain current in their fields? Will they be able to incorporate high technology in their teaching?"

"How much occupational training is being done in San Francisco by public/private agencies and business/industry? We need better information about what the others are doing."

Elected Officials' Comments

"The City is full of migrants, refugees, and other minorities with low-level skills. The San Francisco Community College District has an important role to play in training these people."

"Blue-collar, unskilled labor jobs are leaving the City. Most of the jobs in the Financial District are held by people living outside San Francisco. San Francisco has a high unemployment rate, especially for minorities."

"The District staff should use businesses as a resource... get commitments to jobs for trained students."

"You need to articulate occupational programs with the Unified School District so there is a continuum, not a duplication. Students who begin occupational training programs in the eleventh or twelfth year should be able to finish programs in the community college and not have to begin once again."

"Don't get caught up in the high-tech hype. High-tech will not provide that many new jobs. Use your resources to teach the broad academic skills students need to move to other jobs when the jobs they trained for are no longer there."

"Why should the District pay for students who already have degrees and come back for retraining?"

Educational and Business Leaders' Comments

"The District should encourage people from industry to talk to freshmen so that students will know what skills are expected in the work world. Use video-tapes and interviews as part of student orientation sessions."

"High-tech is overrated. There's not a great future for community colleges in high-tech. The colleges should focus on areas that are more economically feasible or explore cooperative ventures with business and industry. There is no way colleges have the resources to obtain state-of-the-art equipment."

"Community colleges should not have to use their resources on job training. The Federal and state governments and the private sector should be subsidizing these efforts."

"There's no national program for re-training. It's been dumped on community colleges. Community colleges must make some hard decisions about what they can sustain as a mission, and what must be jettisoned. They're not in a position to do everything."

"Why should community colleges be re-training PhDs in English free of charge? The District's priority should be to provide training for those who have never had an opportunity for higher education. Those who've had the opportunity should be down on the list of who is served, especially in impacted or over-subscribed programs."

"The District needs better articulation with high schools. You need to build bridges for certain programs."

"There will be a trend toward centralization or consolidation of vocational education such as regional offerings to avoid costly duplication of efforts. This will require coordination and cooperation."

"The Job Training Partnership Act attempts to address the concern that there is too much duplication of effort by local institutions and agencies. We need a strategic plan for employment training. The Private Industry Council will play a major role in determining who should be offering what programs and in the allocation of federal and state vocational education monies."

B. Transfer to Four-Year Institutions – Findings

All of the interview participants considered transfer an extremely important function but differed in their opinions about the District's performance. A small number were unaware of how well the transfer function worked; a few considered the District's performance in this area good. The majority however, voiced the following concerns about the transfer function.

- For many minority students and disadvantaged students, community colleges represent the only avenue to four-year colleges and universities.
- The District should do more to identify and assist students with potential to transfer. The transfer rate could be better.
- Better articulation and cooperation with high schools and four-year institutions is needed to strengthen the transfer function.
- The District should not lower its expectations. It is important for City College to maintain high academic standards for all courses, but especially for the transfer-level courses.

Governing Board Comments

"The motivational aspect of transfer is not being adequately considered... We need to use EOPS models in the transfer function... use faculty and university students as role models...provide training and awareness about student problems and academic needs."

"We need research on transfer students... We need to track our transfers."

"Adequate counseling is vital in improving the transfer function."

"What impact will changes in UC and CSU admission requirements and increased fees have on our transfer functions? Will these changes result in more or fewer potential transfer students?"

"We need special services for our minority and disadvantaged students... We need an understanding of ethnic and cultural differences and how they affect student goals."

"We need to provide adequate financial assistance for potential transfer students -- EOPS, work-study, student loans... We need to go to third parties such as foundations and corporations for scholarship funds... A good model is the Bank of America incentive program."

Elected Officials' Comments

"There is too much emphasis on the bottom 5-10 percent of students at City College. What are you doing for students with high potential?"

"According to recent reports, there is a decline in the number of transfer students to UC and CSU. What steps is the District taking to reverse this trend?"

"You must have high academic standards for transfer courses. You must prepare students for success."

"Faculty are not motivating students. Instructors resent that they have to do basic work and this is conveyed to students... The Asians are self-motivating or are motivated at home. The College should devise ways to assist and motivate other minorities."

"City College must continue to provide the ladder up. Providing transfer opportunities is especially important for minorities and confused and disadvantaged youth."

Educational and Business Leaders' Comments

"Maybe community colleges should de-emphasize the transfer function. This is a complex social policy question. Why should all students have B.A. degrees when literacy and analytical skills are what's really important?"

"There is a strong feeling that City College is losing its focus on transfer. High school students no longer look to City College as a viable option to transfer to four-year colleges and universities... These are public information and articulation issues. City College is not selling itself to middle school and high school students as UC and CSU do."

"A major concern is that students transferring to us have poor communication and verbal skills. Technical competence is irrelevant if students can't communicate."

"Transfer... that's one of the reasons community colleges were formed... We have failed."

"If community colleges limited themselves to transfer and occupational education, they could be very successful."

"Community colleges have been generous in their certification of baccalaureate-level courses. What criteria do the colleges use to define their baccalaureate-level courses?"

"There has been little incentive in the past to make transitions for transfer students a smooth process. Collaborative efforts can improve this situation."

"Although there have been some semi-formal faculty colloquia, we need to devise better ways to insure that our faculties meet on a regular basis to discuss concerns about student preparation, student performance, and curriculum content."

"The time is ripe for better cooperation between the community college District and the Unified School District. We need to explore cooperative projects such as a college summer school program as a bridge for marginal high school students who show potential or explore ways to increase concurrent enrollments and advanced placements."

"The new CSU admission requirements will probably have an impact on both high school and City College programs. We must work closely to resolve any potential problems."

"UC and CSU should hold places for community college transfer students in over-subscribed programs."

"There continues to be a problem with the transfer of credits. We need better articulation. A modest start would be to establish local conferences for San Francisco faculty in related disciplines."

C. Basic Skills/Remediation – Findings

The topic of basic skills instruction evoked a great deal of discussion in all three groups. There was unanimous agreement among the groups that providing ESL instruction should remain a priority for the District and that the District has been doing a good job responding to this need. However, opinions about the basic skills/remediation function varied. All of the Governing Board members and over half of the other two groups rated this function as very important. However, over a third of the interviewees did not consider remediation as an appropriate role for higher education but admitted the necessity of this function given the level of preparation of entering students. The following comments reflect the opinion of the majority of those interviewed in each group.

- Basic skills and ESL instruction will continue to be a major District function throughout the 1980s.
- Because of the changing definition of basic skills in a high-tech, information society, the District should place greater emphasis upon critical thinking, problem solving, and communication skills instruction.
- The District should not lower its expectations for student achievement.

Governing Board Comments

"We need to establish competency-based education, especially in our basic skills and occupational programs."

"There is wasted duplication of effort in both Divisions. We have a unique opportunity here to consolidate programs and establish a continuum of learning."

"Reading and writing skills are a must (for students)... We need non-threatening programs to develop students' writing skills... We need to meet students where they are... make assignments related to their situations."

"We need to raise levels of expectations for students. If we don't, we continue to make students victims of the educational system. We need to communicate these expectations to the communities and to middle schools and high schools."

"We need basic skills and ESL to better accomplish one of our top priorities -- providing occupational training. More emphasis should be placed on trying to teach basic skills in a job-related context."

"Given the jobs of the future, reading, writing, and analytical thinking skills are critical. Our programs should also help students develop planning and goal-setting techniques."

"The District should develop a partnership with community groups to make sure people in the community are aware of what our expectations are for students and what skills students will need to be successful."

"We need to intensify our ESL and lower-level basic skills programs. It's taking our students too long to get the skills they need to succeed in other courses."

"There are eight large immigrant groups in San Francisco who need instruction in English as a Second Language. The District has a responsibility to these people."

"We need more individualized instruction... There are too many different levels of abilities in one classroom... We have to work with people who didn't achieve with the traditional approaches in the high schools."

Elected Officials' Comments

"I guess the community college serves the function of last resort. You have to provide remediation if students don't have the skills."

"City College should not be providing low-level basic skills courses. You have the Centers for that."

"The federal government should be subsidizing ESL instruction for refugees. Why should the District be spending so much of its resources for this effort?"

"Basic skills courses should not count toward degrees and certificates. Such permissiveness sets students up for failure."

"You need to establish policies about who can profit from instruction. Decide this through your allocations."

"The District needs to put more demands on students -- put requirements on attendance, use minimum competency tests, set prerequisites, provide more intensive training."

"Basic skills courses should be mandatory for students who don't have these skills. Students shouldn't have the option. Do not continue the mistakes of K-12."

Educational and Business Leaders' Comments

"San Francisco has a good model for remediation. The District can refer low-level students to the Centers Division until they can benefit from instruction at City College. I'm in favor of City College establishing an academic floor. Low-level basic skills courses should not be offered at City College. The high school minimum proficiency test could serve as the cut-off point."

"Community colleges can't afford to let students take courses repeatedly nor can they afford high attrition rates. The concept that 'students have the right to fail' is ridiculous. You need better assessment testing, better counseling, and more prerequisites."

"ESL should be funded through government sources. The national government should not be allowed to force local districts to absorb the costs for training refugees and immigrants. This is too much of a drain on community college district resources."

"The District should establish high school-level competence in basic skills as minimum prerequisites for entrance into college-level courses. Otherwise, it's all a sham... It's also racist to have low expectations for students..."

"The faculty and administration in the District should take the leadership role in working closely with their counterparts in the Unified District to improve student preparation and academic standards."

"Students shouldn't be able to matriculate until they are prepared."

"How long should taxpayers continue to pay for remediation beyond high school?"

D. General Education – Findings

Only two-thirds of the participants commented on the District's general education function. Of those responding, all considered general education to be a very important function. All of the Board members gave positive ratings to the District's performance, while other respondents did not feel knowledgeable enough to rate the District. At least half of the respondents identified the following as important issues relating to general education:

- A general education/liberal arts background is essential for students, especially those coming from a variety of cultural backgrounds.
- Occupational students need a liberal arts education to enhance their flexibility and increase their job mobility.
- Developing student proficiency in basic skills should be requisite to or an integral part of general education programs.
- General education courses should be more closely linked to occupational training.
- General education is an important component of life-long learning.
- The general education education component of the associate degree should be of a high caliber.

Governing Board Comments

"General education is tremendously important for our students. They need a broad-based education."

"Ethnic studies and cultural studies have been on the decline. Why? These are important programs given the diversity of ethnic groups in San Francisco."

Elected Officials' Comments

"Our students need to broaden themselves. They need a broad liberal arts background."

"Students today have tunnel vision. Learning an occupational skill is not education."

"Transmission of knowledge is as important as transmission of skills."

"Don't distinguish between the matriculated student and the 'casual' student. Those who want to learn, who want to enrich themselves should have the opportunity."

Educational and Business Leaders' Comments

"General education faculty are isolated from industry. We need to find pedagogical methods to establish direct connections between general education and occupational programs."

"We are living in a fast moving world where flexibility is going to be required. A broad general education will help students be prepared for different kinds of jobs."

"General education courses should have minimum requirements. Courses should not be watered down, especially in the transfer program."

"The District should not use occupational courses to fulfill general education requirements."

"Competencies in basic skills should come first. The associate degree should have a structured general education component, not the current cafeteria-style of electives that is so prevalent. The A.A. degree should mean more."

"Students should pay for dabbling."

"General education faculty should devise adjunct general education courses for the occupational programs. If liberal art are going to survive in an era where the emphasis is on occupational training, the faculty will have to become more innovative."

E. Student Support Services – Findings

All participants considered some types of student support services as important but varied in responses as to those which are most important. Academic and career counseling were most frequently mentioned as being the most important student support services. Tutorial services and job placement were rated as next in importance, with several respondents recommending that more funds be made available for these efforts. Financial aid was considered important by over half of the respondents and there were several recommendations that the District seek more external funding from the state and federal governments and local foundations and businesses to supplement this service. Several respondents questioned the role of community colleges in providing health care and child care, noting that other agencies should be either providing or subsidizing these services. The respondents did not rate the District's performance of these services.

Governing Board Comments

"Good academic counseling is a must."

"We should not be duplicating services that other agencies can provide and do better than we can."

"Our students need tutoring and the kinds of support services that can help them succeed in their careers."

Elected Officials' Comments

"Student services are very important in dealing with today's students."

"Students today need more help in making career decisions, to know what options are available to them."

"We have more and more women re-entering the job market and colleges. These women need special services like child care to survive."

"Counselors don't counsel; they schedule and paper push."

"San Francisco's particular student populations need resources -- counseling, tutoring, financial aid."

Educational and Business Leaders' Comments

"Counseling is the most important. Students have a lot of self-doubt. Ideally counseling and placement should be linked to instruction. Attach counselors to departments or instructional areas."

"The District should commit more money for tutorial services."

"The ADA funding formula is an absurd part of the problem in trying to fund support services. We need a funding formula based upon student enrollment to support these services."

"Job placement efforts need to be better coordinated with business and industry."

"The District should establish collaborative relationships with business and industry to provide internships for competent occupational students."

F. Adult Continuing Education/Community Services – Findings

All the participants considered adult continuing education an important District function, especially those programs which provide adult basic education and vocational training. While several members of the Governing Board commented on the fact that the District's non-credit adult program has been nationally recognized for its unique, flexible delivery system, many of the other respondents were not aware of the variety of programs offered in the Community College Centers nor the types of students who attend Centers' classes. However, more than half of those interviewed in each group mentioned the following concerns:

- The District must establish priorities for its adult continuing education and community service offerings.

- Decisions should be made about which targeted groups are most in need of District services.

- Continuing education will probably become a more important District function in future years as life-long learning becomes an accepted and sought-after means to remain current in occupational fields, to cope with the information explosion, and to develop intellectual pursuits as a leisure-time activity.

- Continuing education and community service offerings that are avocational, recreational, or self-enriching (those which are deemed to have more personal than public benefit) should be subsidized by either the individual or agencies benefiting from these services.

- Special fee waivers should be made available for senior citizens.

Governing Board Comments

"We must provide self-improvement and enrichment courses for our senior citizens free of charge. They have paid their taxes and now they're on fixed incomes."

"We may need to do some cleaving, but we must not lose sight of the fact that we are a community based college."

"We need to set priorities."

"We should charge fees for recreational courses."

Elected Officials' Comments

"Community services are very important but can you afford to do it? What does the budget show? Only seniors should have access to everything free of charge."

"If anyone is to be denied services because of budget cuts, cuts should come from this end of the spectrum. However, you do need a policy for senior citizens and low-income residents."

Educational and Business Leaders' Comments

"Free life-long learning is a luxury. Community colleges can not afford to pick up the tab, although provisions should be made for low-income and senior citizens."

"Our population is getting older. We cannot let senior citizens slowly die without providing them intellectual pursuits that might make their lives more meaningful. The District should provide fee waivers for seniors and seek financial support from foundations."

"The District should rethink the mode of instruction and administration of several of its adult education programs. Some programs like the LVN (Licensed Vocational Nursing) should perhaps be offered in the credit mode. However, the credit mode may need more flexibility... Decisions about the mode of delivery should be made for sound educational reasons."

"The ESL program should be centrally administered. There is too much duplication of effort."

G. Trends – Major Findings

There was universal support among the three groups of interviewees for the District's planning efforts. Many expressed the belief that the process should help focus attention on emerging trends. Many of these trends were noted in the discussions of specific District functions. Other trends, which were identified by several respondents, are listed below:

- Future jobs will be in service industries;
- Skilled, high-cost labor jobs are leaving the city;
- Changes in city demographics -- including an influx of migrants, refugees, and people with low-level skills;
- Major emphasis for community colleges in the '80s will be retraining and upgrading skills.

General Comments

"We will experience a geometric progression of technological advances. Educational planning will have to be flexible to allow for these changes and faculty and staff will need continuous retraining to remain current in their fields and to provide retraining opportunities for others."

"Workers will be subsidized and have released time from their jobs for retraining. There will be regular job sabbaticals for retraining."

"We have oversold education. We will probably retreat from degree currency."

"Community colleges must play a role in re-establishing the work ethic and individual pride in work. Low productivity is killing the American economy."

"San Francisco's economy will be focused more on the Pacific Basin. Educational institutions, including the San Francisco Community College District, will need to train more people in international business, foreign languages, and Far East history and culture. We may see new majors and specialized degrees in these fields."

"There will be an increased use of telecommunications in institutions -- interactive computers, television, etc. There will also be an increase in instruction being provided on the work site."

"There will be more concurrent enrollments of high school students in community colleges, and community college students in four-year colleges and vice-versa. These developments will require closer articulation among faculty as well as administrators."

"Immigration policies will get tighter. This will probably influence the District's offerings within a few years."

"There will be an increase in reverse transfer students (students returning to community colleges from four-year institutions or those already holding degrees) and a corresponding increase in cost to the District. However, these are students who can pay."

H. Other Concerns – Findings

Many interviewees also identified concerns which they hoped the District would address during the planning process. For example, several elected officials were not well acquainted with the different functions of City College and the Community College Centers and suggested that the District should better publicize these different services so that the public would be more aware of the various educational options available. The statements listed below are indicative of those additional trends and concerns commented on by several individuals during the discussions.

Governing Board Comments

"One of the most significant issues is money -- from whence it comes and whether there will be enough to continue everything we have been doing."

"The District will have to establish some priorities for our mission and functions."

"The State will take over more and more control of our decision-making ability."

"The District must be very sensitive to the changing demographics in this City and plan accordingly."

"Where is the next wave of immigrants coming from?"

"Are there populations which we are not adequately serving now such as the Gay community?"

"The District should ascertain how well it is serving residents in the Sunset and Richmond Districts."

"We need to target specific communities with our public relations activities."

"We need to establish closer relationships between the Centers and City College."

"We should look at the duplication of effort between the two divisions."

"The Board should be more involved in educational policy. We should be hearing more about educational issues."

"Faculty... I'm concerned about faculty retraining and faculty morale."

"Are we planning to address the problem of a large proportion of our full-time faculty retiring at the same time?"

"We need to focus more on student attrition and the causes for it."

Elected Officials' Comments

"Community colleges will have to establish priorities. Colleges can't do everything. The major emphasis should be on what you can do well."

"The District should have continuing communication with legislative offices and provide information on a regular basis. It is easier to be an advocate when we are fully informed. When we don't hear, you don't get the attention."

Educational and Business Leaders' Comments

"There seems to be a lack of clarity of definition and purpose for the District. City College and the Centers are perceived as two totally separate entities. This is reflected in the administrative organization."

"The San Francisco Consortium of Higher Education can be more effective. While it is important for the Chief Executive Officers to talk to each other, it is more important to encourage articulation among counselors, department chairs, and faculty in related disciplines to address some mutual educational concerns and establish cooperative efforts."

"There should be incentives for our faculties to do the kind of research that would benefit San Francisco and our institutions."

"Community colleges need to tighten up standards. They have become too permissive. They need to distinguish between the serious students who want certificates and degrees and the casual students. Students should be required to submit a program of study and have four to six semesters to complete it."

"The colleges and proprietary schools must develop better structures for cooperation. We need to share resources -- expensive high-tech equipment, sabbatical and research projects, faculty exchanges with each other and with industry."

EXHIBIT 1

LIST OF INTERVIEW PARTICIPANTS

FEBRUARY - MARCH 1983

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT GOVERNING BOARD

Alan Wong	President
Dr. Timothy Wolfred	Vice President
Ernest "Chuck" Ayala	
Reverend Amos Brown	
Robert E. Burton	
John Riordan	
Julie Tang	

GOVERNMENT OFFICIALS

San Francisco Board of Supervisors

Willie B. Kennedy
Bill Maher
Wendy Nelder
Louise Renne
Carol Ruth Silver
Doris M. Ward

Staff to Willie Brown, Jr., Speaker of the California State Assembly

Victoria Jee	Chief of Staff to the Speaker, San Francisco District Office
Margine Sako	Assistant to the Speaker, San Francisco District Office

EDUCATIONAL AND BUSINESS LEADERS

Ernest Bates, M.D.	Member, Board of Governors, California Community Colleges
Dr. Otto Butz	President, Golden Gate University
Yvette del Prado	Associate Superintendent, School Operations Division, San Francisco Unified School District
Peter M. Finnegan	Member, Board of Governors, California Community Colleges
Dr. Richard Giardina	Associate Provost, Academic Affairs, San Francisco State University
Neil Housewright	President, Cogswell College
Fred C. Leonard, Jr.	Associate Superintendent, Instructional Support Services Division, San Francisco Unified School District
Rev. John LoSchiavo, S.J.	President, University of San Francisco
Dr. Sandra G. Migocki	Vice President and Dean of Academic Affairs, Cogswell College
Michael A. O'Reilly	Executive Director, Private Industry Council
Lorraine Roberts	Project Director, Minimum Competency Standards Testing, San Francisco Unified School District
Dr. Stanley A. Schanker	Associate Superintendent, Curriculum and Program Evaluation Division, San Francisco Unified School District

EXHIBIT 2

January, 1983

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT - QUESTIONS FOR NEEDS ASSESSMENT INTERVIEW

1. Have you had any association with, or experience with the San Francisco Community College District, or any community college? Explain.

2. In a recent statewide study, the following have been recognized as major functions of community colleges. In our planning process and because of economic uncertainties, we want to look carefully at each of these functions. In your opinion how important is it for the San Francisco Community College District to perform each function? How good a job do you feel the District is doing in each area?

	IMPORTANCE				DISTRICT'S JOB RATING					COMMENTS
	very	fairly	not too	not at all	excel.	good	fair	poor	no opin.	
a. Provide instruction or training to...										
(1) qualify for jobs (entry level)										
(2) upgrade skills										
(3) retrain for new jobs/skills										
b. Provide academic education for transfer to four-year colleges and universities										
c. Offer instruction to improve basic skills in...										
(1) reading										
(2) writing										
(3) computation										
(4) oral communication										
(5) analytical thinking										
(6) and specific high school subjects										
d. Provide general education so students can...										
(1) explore interests										
(2) develop an understanding of themselves, of others, and of their environment										
e. Provide support services such as...										
(1) academic counseling										
(2) career counseling										
(3) job placement										
(4) financial aid										
(5) child care										
(6) health services										
(7) other										
f. Provide adult continuing education...										
(1) non-credit courses/programs										
(2) high school completion program										
g. Provide the community with...										
(1) activities for special interest groups										
(2) cultural programs										
(3) recreational/personal development courses and programs										

3. San Francisco Community College District currently receives 90% of its funding from the State. However, as community colleges face the prospect of reduced state funding, the District must consider alternative sources of fiscal support to maintain its current functions. Indicate how much fiscal responsibility you think each of the following entities - state government, federal government, local government, business/industry, or individuals - should have in supporting each of the following categories of community college functions for the next five to ten years.

FISCAL SUPPORT

	State				Federal				Local				Business				Individual				Comments
	all	most	some	none	all	most	some	none	all	most	some	none	all	most	some	none	all	most	some	none	
a. occupational training, upgrading, retraining																					
b. academic education for transfer to four-year colleges and universities																					
c. basic skills instruction																					
d. general education																					
e. student support services																					
f. adult continuing education																					
g. special interest, cultural/recreational courses and programs																					

4. What cooperative efforts might be mutually beneficial between San Francisco Community College District and business/industry, city agencies, community groups, or other educational institutions? What types of models would you propose? Are there any constraints which would prevent such models from operating effectively?

5. What trends do you see that will have an impact upon the San Francisco Community College District in the next ten years?

6. What do you consider to be the educational needs of San Francisco in the next five to ten years? What role should the San Francisco Community College District play in meeting these needs?

7. Do you have any suggestions you could make with regard to the San Francisco Community College District in any area, including the kinds of community services the District should provide for all of its citizens or for any particular groups of citizens?

APPENDIX D

UPDATE OF DISTRICT PLANNING ACTIVITIES

UPDATE OF DISTRICT PLANNING ACTIVITIES

Chapter Six of Directions for the '80s describes the process the San Francisco Community College District will use to implement planning at the department and program level in Phase II. Planning activities will proceed on both a "bottom-up" and a "top-down" approach, since the District Plan is more than the sum of departmental or unit plans. Together, both approaches should be viewed as a proactive process, because, while it is difficult to anticipate future events, taking the initiative in planning will increase the likelihood that the institution as a whole as well as individual programs and units will be able to respond to change more effectively and achieve their objectives. Chapter 6 also explains how the planning process will be integrated with the program review and budgeting processes. Since the Planning Council approved these procedures in Fall 1983, work has continued to put these processes into operation. The following discussion provides a brief status report of these activities.

A. TASK FORCE STRATEGIES

During Phase I of the planning process, each of the six task forces -- Instructional Services, Student Support Services, Personnel, Fiscal Support, Facilities, and Public Information -- formulated not only a mission statement and District goals but also institutional strategies to achieve specific goals. After reviewing drafts of these strategies during the Spring 1983 semester, the Planning Council decided that the strategies should be held in abeyance until the Governing Board had adopted the District Mission Statement and Goals. Upon the Governing Board's adoption of the Mission Statement and Goals in October 1983, the Planning Council approved a process for reviewing, editing, and distributing strategies to all planning units. This process is outlined in Chapter 6, pages 6.3-6.5.

During the Spring 1984 semester, a sub-committee of the Planning Council -- composed of administrative, faculty, and classified staff representatives -- held several meetings to sift through the many strategies generated by the task forces. The sub-committee edited the strategies to eliminate duplication and to achieve a consistent format and then placed them under appropriate goal statements. Finally, the sub-committee classified the strategies into three categories: a) those for consideration for possible implementation; b) those not for current consideration; and c) those requiring further study. (This procedure is illustrated in the Flow Chart on page 6.4.)

The Planning Council convened in May 1984 to review the work of the sub-committee, and after some modifications, approved the dissemination of the task force strategies to planning units (departments and programs). The complete text of task force strategies is being published in a separate resource document and will be distributed to faculty, administrators, and staff at the beginning of the Fall 1984 semester.

Listed below is a summary of the topics for which strategies have been developed.

Summary of Strategy Topics

Instructional Services Task Force

- Student achievement and academic preparation
- Program planning and program review
- Associate and baccalaureate degree courses
- Transfer function
- Articulation with high schools, four-year colleges, and business/industry
- Basic skills and ESL instruction
- General education
- Occupational education
- Adult continuing education and community services
- Staff development
- Academic support services

Student Support Services Task Force

- Student admissions and assessment
- Student orientation
- Counseling/advising and placement
- Financial aid
- Student retention
- Articulation
- Student activities and due process
- Support services for specific clienteles

Personnel Task Force

- Recruitment, hiring, evaluation, upgrading, and promotion of District staff
- Faculty/staff orientation
- Staff development and training programs
- Communication among staff
- Organizational structures and administrative procedures

Fiscal Support Task Force

- State apportionment
- Additional sources of funding
- Fiscal policies and procedures
- Review/evaluation procedures
- Accountability procedures

Facilities Task Force

- Review/evaluation of facilities
- Relationship to educational planning
- Facility/equipment maintenance and replacement
- Effective space utilization
- Safety

Public Information Task Force

- Planning and evaluation
- Organizational structure
- Media coverage
- Informational programs
- Educational identity and community resources
- Coordination of information and referral services

B. USE OF PLANNING INFORMATION

During the Fall 1983 and Spring 1984 semesters, the Planning Council reviewed the planning information derived from the District's external and internal assessment. This information appears in Chapters 1 and 2 of Directions for the '80s and is intended to serve as a resource for District staff in their planning, program review, and budgetary processes.

Background planning information has already been used by District staff. The District held two full-day administrative retreats in Spring 1984. During the first retreat, administrators and faculty leaders reviewed some of the major trends discussed in the Educational Master Plan along with additional data on student characteristics, enrollment, staffing, and resource allocation provided by the District Office of Research. This information served as a basis for discussion, problem-solving, and planning for the follow-up retreat session.

The planning information also has been used by several departments and programs undergoing program review during the 1983-84 academic year. Furthermore, District staff has used this information to prepare several grant proposals during the past year as well as to respond to state studies on student characteristics, transfer, and matriculation and to provide information to California legislators and state agencies. In July 1984, top administrative staff will use both the planning information and program review reports to establish budget priorities for the 1984-85 fiscal year -- a process that will be more fully and systematically implemented as the planning and program review processes become fully operational.

C. LINKING PROGRAM REVIEW AND PLANNING

As explained in Chapter 6, the master planning and program review processes will be closely integrated as both become fully operational. Although these processes were developed separately, during the past year the relationship between these processes was discussed with program review participants, administrators, and faculty leaders in various workshops and meetings. The program review activities have been refined and modified, as described below, since they were first pilot tested in Spring 1983.

During the Spring 1983 semester, five City College and five Centers programs volunteered to pilot test the District's program review instrument. (See Chapter 6, pp 6.8-6.10 for explanation of the review instrument.) The final reports of these programs were reviewed by administrative staff, and during the summer of 1983, pilot program participants met several times to discuss their experiences, identify problem areas, develop student and faculty questionnaires to be used by programs in the review process, and make recommendations for modifying the process and program review instrument for the next group of programs. The following recommendations were adopted for the 1983-84 academic year.

Selection of Programs for Review:

- One third of a division's programs should be reviewed each year.
- A balance of academic and vocational programs as well as large and small programs undergoing review should be maintained. Large departments may wish to review subsets of their department rather than the entire department (e.g. English, Business, Centers ESL, P.E.). A balance of administrative responsibility should also be maintained so that individual administrators do not become overloaded.
- Selection of programs is a division responsibility. Programs should be selected according to guidelines developed by a faculty/administration study group or some such entity.

Orientation:

- All programs undergoing program review should receive an orientation to the process: purpose of the review, suggested procedures, timelines, and expected outcomes.

- Orientation should be provided by the program review committee and/or by the divisional Vice President of Instruction.

Program Review Committee:

- The program review committee and the division Coordinator of Program Review should provide the following types of assistance:

  a) Help programs find sources of information;
  b) Assist programs to keep within their chosen time frames;
  c) Assist programs to follow their stated guidelines and recommend the next steps in the process;
  d) Advise programs on the writing of the final report;
  e) Help programs with technical problems and problem-solving.

- The program review committee should be composed of faculty and administrators who have participated in program review during the past year.

Components of the Review Process:

- Program review participants should familiarize themselves with the program review instrument and supplemental materials.

- All programs must incorporate modules 2,3, and 4 in their program review since they deal with the heart of each program -- Module 2: Program Content; Module 3: Program Relevancy; and Module 4: Student Learning and Development. In addition to these modules, programs must review at least two other modules for a total of five, though programs are free to select as many more as they wish.

- Programs should use the rating sheets provided to determine program priorities and which of the thirteen available modules they will use during the review process.

- Programs should use the student questionnaire and faculty questionnaire developed by the district-wide committee early in the process. These questionnaires are intended to provide comparable information about programs which can be aggregated at the division level while providing specific information for each program.

Linking Program Planning, Program Review, and Accreditation Activities:

- Beginning Fall 1984, each program, whether or not undergoing program review, should establish goals and objectives that are compatible with District goals and then monitor their implementation throughout the academic year.

- The District Office of Planning and Research will provide all programs with current master plan materials, and will assist in obtaining other information and data which departments need for review and planning.

- The Planning and Research Office will also provide the current accreditation standards of the Accrediting Commission for Community and Junior Colleges, Western Association of Schools and Colleges (WASC), as well as applicable information and recommendations from the 1982 Accrediting Team Report.

  (The District is required to respond to the recommendations in the 1982 Accrediting Team Report by October 1, 1985; and in its response, include a progress report on the District's Master Plan activities and the District's follow-up on the 1977 accrediting team's recommendations. The 1982 accrediting team made recommendations for both City College and the Centers regarding educational programs, staffing needs, staff development, special student clienteles, student services, student retention, community services, governance and administration, non-traditional funding sources, and libraries and other learning resources. Program/department review teams and responsible administrators should carefully review these recommendations and respond to them in their program review and planning activities.)

Flow of Documents for Completed Program Review Reports:

- The review of completed program review reports will approximate the review procedures established for the planning activities for the departments and planning units illustrated in Chart 6-3, page 6.6 of Directions for the '80s. This review process should provide for adequate consultation between administration and individual programs and departments.

Program Review Report Format:

- The outline below reflects the changes that were recommended and adopted for the format that departments and programs will use to submit their completed reports.

I. Cover Sheet -- Program name, date of review

II. Executive Summary

Each report should begin with a brief executive summary containing the following information:

1. Brief description (two or three paragraphs) of the process used including participants, meetings held, data -- surveys, and information gathered and analyzed -- courses and/or components of the program reviewed;

2. Modules undertaken and major findings for each module;

3. Recommendations, Goal statements, and strategies;

   Recommendations should include dates for possible implementation, the party responsible for implementing them, and the benefits and estimated costs of implementation. Following the recommendations, the department/programs should list in priority their goals and objectives, especially if these have budgetary implications. Strategies for achieving goals should also be noted where appropriate.

III. Process

The section on process should include a detailed discussion of the following components:

1. members of the review team;

2. other participants in the review process;

3. description of meetings;

4. program/department courses and subsets examined;

5. data collection

6. observations and recommendations on the process.

IV. Findings for Each Module

The following components should be contained in the discussion of each module selected by the program:

1. discussion of findings;
2. compatibility with District goals;
3. recommendations and the benefits/costs of recommendations

V. Appendices -- Supporting Data and Analysis

A. Results of district-developed student questionnaire and other student surveys conducted during review process;

B. Student outcomes (where applicable) --

Information and data on student retention, completions, success rates in more advanced courses, transfers, degrees and certificates, etc.;

C. Results of district-developed faculty questionnaire and other faculty surveys conducted during review process;

D. Quantitative Data --

Departments and programs should include copies of and their responses to appropriate quantitative data -- enrollment data, Weekly Student Contact Hours (WSCH), FTE, budgetary data, course and section analysis, grade distributions, drops during the semester, etc. -- which they received. Departments and programs should take particular note of any discernible patterns or trends.

E. Other Information --

1. Staffing information -- such as demographic information, staffing trends, projected staffing needs;
2. Other trends or projections for departments or programs.

Outcomes of Program Review

Initial reports from both the pilot programs and those currently undergoing program review have been positive. Initial faculty apprehension about the value and purpose of program review is gradually being replaced by a growing acceptance and recognition of the worth of the project. Participants in the process have identified the following positive outcomes of program review:

- Provides an opportunity to have a qualitative discussion of quantitative program data;

  Participants noted that on many occasions quantitative data did not accurately reflect their programs. Program review provides an opportunity to clarify existing data and discuss the implications of these data with those who generate data as well as with faculty and administrators directly involved in using data at the program level.

- Provides an excellent means to analyze objectively and constructively program and course effectiveness and the strengths and weaknesses of the program;

- Provides an ongoing process through which faculty can identify specific issues that need attention and work towards solutions;

- Provides a clearer picture of the program -- its needs and future directions;

- Strengthens the channels of communication between faculty and administration and establishes a precedent for future collaborative efforts;

- Helps to improve faculty and administrative morale by working cooperatively on a significant project;

- Increases departmental/program identity and communication and cooperation among faculty through the process of information sharing, clarifying values, and coming to consensus on recommendations and needed action;

- Establishes a positive atmosphere for ongoing review and planning through its built-in activities such as pre-evaluation discussions, data gathering and synthesis, review, and dissemination of the results;

- Provides departments and programs an opportunity to establish priorities for their budgetary requests and to justify their needs to administration, and to develop a plan of action for staffing and obtaining needed equipment and supplies;

- Requires programs to look beyond immediate needs and focus on trends that have affected or might affect future directions of the program;

- Allows the program to see more clearly its relationship with other programs and the entire division.

Recommendation of Pilot Programs

In addition to recommendations by the District-wide committee of pilot program review participants, pilot programs and departments made the following recommendations to improve the program review process in the future:

- Identify those departments and programs which will be undergoing review the following academic year early in the Spring semester so that they have time to begin pre-evaluation activities and identify individuals who will volunteer to work on sub-committees;

- Begin evaluation activities early in the Fall semester so that there is adequate time for assimilating and writing reports;

- Ensure that reports are reviewed in time to influence the budget process;

- Before evaluation begins, provide in-service training and workshops for review team leaders and participants on such topics as

  a) establishing realistic timelines and efficient procedures for using the various components of the process,
  b) learning how to interpret data and understanding the implications of data for the program,
  c) developing alternative planning options;

- Provide divisional program review coordinators and department review team chairs adequate time and logistical support;

- Administrators should establish a systematic method of communicating to departments and programs how recommendations are being implemented and by whom; or if recommendations are not feasible, why not;

- Departments and programs should consider developing an annual status report to ensure an ongoing monitoring of program recommendations;

- Departments and programs should establish procedures and incentives to ensure that there is broad-based participation in the program review process and that there is an equitable distribution of work load.

Many of the above recommendations will be incorporated into the next round of review and planning activities and the process will continue to be refined as problems and solutions are identified.

In Fall 1984, all departments and programs will begin to implement the planning activities outlined in Chart 6-3, "Planning Activities for Departments and Planning Units." Those departments and programs which have undergone program review during the past year will use their program review recommendations to modify existing goals or to develop new goals, objectives, and strategies. Other departments and programs will use the planning information provided in Directions for the '80s, task force strategies, and any additional information to develop goals, objectives, and strategies. They will then use program review as a means to assess their progress and modify their plans as appropriate.

Workshops will be conducted for department chairs, program supervisors, as well as individual departments and programs in Fall 1984 to assist them in this process. Within two to three years, the District's planning and program review processes should be a fully integrated and continuous system linking program review, planning, and the budgetary process. By institutionalizing these processes and incorporating broad-based participation, the District should be able to improve its planning and decision-making.

D. INVOLVEMENT IN STATE LEVEL PLANNING ACTIVITIES

Participation in FIPSE Pilot Evaluation Project

The Chancellor's Office of the California Community Colleges and the Western Association of Schools and Colleges Accrediting Commission for Community Colleges have been funded by the Fund for the Improvement of Postsecondary Education of the U.S. Department of Education (FIPSE) to conduct a four-year pilot project to improve evaluation and planning capabilities in California and Hawaii community colleges. The faculty coordinator for the District's Educational Master Plan serves on the state advisory committee for this FIPSE project. The objectives of this project are:

- To define the appropriate roles of the state agencies and the Accrediting Commission in the evaluation of community colleges;
- To provide better evaluation and planning information for use by the colleges, the Commission, and the agencies;
- To conduct activities to improve institutional and agency evaluation and planning capabilities;
- To develop a plan for coordinated evaluation team visits by the Accrediting Commission and the state government agency in California and Hawaii;
- To conduct an evaluation of the results of the forgoing activities.

During the past two years, District staff has participated in the following activities sponsored by the FIPSE project:

- A workshop for community colleges involved in institutional accreditation self-studies. Fall 1982.

  Under the FIPSE project volunteer colleges would not only prepare self-studies using the new accreditation standards but would also assess their efforts in meeting statewide priorities established by the State Board of Governors for California Community Colleges in areas such as student access, transfer, occupational education, and program balance.

- An intensive two-day planning charrette. March 1983.

  The Chancellor, Vice Chancellor of Educational Services, District Research Director, and Educational Master Plan Coordinator participated in a planning charrette for five community college districts which had already instituted planning processes. The planning charrette was designed to identify and assess trends in the areas that are important to community college planning: demography, economics, life-styles, technology and labor markets, and education. The group received "futures" planning materials, drew conclusions, critiqued the results, and prepared working papers on the major forecasts and their implications for community college education. The results of the charrette have been published in a FIPSE manual on planning entitled: College Planning: Strategies for Assessing the Environment. Some data and trends prepared for the charrette were also incorporated into the District's Educational Master Plan.

- Hosting a workshop on strategic planning for Northern California Community Colleges. November 1983.

  Another of the FIPSE project activities included four regional drive-in workshops, hosted by the San Francisco, Long Beach, Riverside, and Yosemite Community College Districts. The workshops provided opportunities for college administrators and faculty in the same geographical region to share information about and techniques of planning and evaluation by focusing on the actual planning efforts of the host districts.

  The Chancellor, Vice Chancellor of Educational Services, Director of Research, and Educational Master Plan Coordinator discussed various parts of the San Francisco Community College District's planning process with 47 workshop participants which included District faculty and administrative representatives. After the presentations, workshop participants reacted to the District's process, raised questions, and shared various planning experiences. A summary of the workshop presentations, follow-up discussions and commentary has been published in a FIPSE monograph entitled: Models of Strategic Planning in Community Colleges.

Participation in Chancellor's Office Comprehensive Planning Project

In December 1982, the Board of Governors of California Community Colleges endorsed a strategy for developing and testing new planning procedures for community college districts. Since then, the State Chancellor's Office staff and a statewide advisory committee which includes two District staff representatives have met on three occasions to develop procedures and a format for a comprehensive or consolidated plan that districts would submit to the Chancellor's Office every five years, with annual updates. The consolidated plan would incorporate existing planning, review, and approval activities by which districts report their plans to the Chancellor's Office (currently districts are required to submit separate plans for facilities, new programs, vocational education, EOPS, services for the handicapped, affirmative action, etc.).

This new planning process is intended to accomplish the following:

1) reduce duplication in the work faced by community colleges in planning, evaluation, and reporting;

2) facilitate improvements in local planning and evaluation;

3) improve state-level policy-making and existing review and approval activities.

In Fall 1984, the Chancellor's Office will invite several districts to develop and test a consolidated plan format and process and determine whether the submission of consolidated plans would be a feasible alternative for all community college districts in lieu of the present planning and compliance requirements.

The San Francisco Community College District's involvement in these various activities has been very beneficial. Not only has the District benefitted from the exchange of planning information but it has also influenced the planning activities occurring at the state level.

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